

THE
NORFOLK
ISLAND
NEWS

May 20 - June 26, 1980

50c

SPECIAL
FOR VISITORS
FREE INSIDE THIS ISSUE - THE
ISLAND HANDBOOK
FULL CALENDAR OF EVENTS + MAP + BASIC INFO
+ EYE-OPENING "5 CLUES TO UNDERSTANDING NORFOLK"

"MOVE TOWARDS SELF-GOVERNMENT"

R.J. ELLICOTT, AUSTRALIA'S MINISTER FOR NORFOLK AFFAIRS, TELLS THE ASSEMBLY TO GET GOING ON PLANS FOR THE ISLAND'S FUTURE

OIL SEARCH TO BE URGED

THERE MAY BE OIL ON NORFOLK'S CONTINENTAL SHELF, AND AUSTRALIA WANTS TO ENCOURAGE OFFSHORE EXPLORATION IN THE 200-MILE ZONE

A MINI-PORT FOR NORFOLK?

AN OCEAN-GOING PATROL BOAT MAY BE STATIONED HERE TO POLICE THE WATERS. THE COMMONWEALTH WILL STUDY A POSSIBLE HARBOR OR DEEP MOORING.

TOURISM INQUIRY

ASSEMBLY GIVES UNANIMOUS SUPPORT TO A SELECT COMMITTEE, WHICH WILL HOLD PUBLIC HEARINGS TO FIND OUT HOW MUCH TOURISM IS GOOD FOR NORFOLK

QUICKER BUILDING PERMITS

NEW LAW WILL GIVE THE ASSEMBLY DIRECT CONTROL OF MANY MUNICIPAL MATTERS. FASTER BUILDING APPROVALS SHOULD BE ONE OF THE BENEFITS.

More this issue: "The Norfolk Alternative"

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'Get Down to Those Decisions' - Minister

NORFOLK'S LEGISLATIVE Assembly needs to develop a long-term approach to the Island's problems and goals, Minister R.J. Ellicott told members in a broadcast meeting in the Assembly Chamber on May 5th.

"You can't plan ahead unless you have a concrete idea of what you want to achieve," Mr. Ellicott said. "The need to formulate plans for the future, and what you would like to do on Norfolk Island, is rather immediate."

"You must get down to those decisions," he added.

The Island had to move fairly quickly toward fuller self-government he said, making it clear that this required the Assembly to become more involved in matters the Commonwealth still controls.



MR. ELLICOTT

He urged the Assembly to adopt a positive attitude in advancing the Island, rather than looking over its shoulder at the Australian Government and saying "what are they up to?".

Good financial management, and preserving the health of the tourist industry and other private enterprise on Norfolk, were essential if the Island is to cope successfully with self-government, Mr. Ellicott stressed.

He cautioned the Assembly that its 1980/81 budget ought to be balanced, saying that "you can't be digging into reserves all the time".

Later in his remarks he said bluntly that if Norfolk could not sustain itself financially, any Australian Government would think perhaps the Nimmo Report - which recommended that Norfolk should be fully integrated into Australia - had been right.

Mr. Ellicott had not visited the Island since the Assembly's inauguration last August. His statements were the

first general summing-up of Commonwealth Government attitudes and policies toward the Island since then. While he spoke extemporaneously rather than from a prepared text - "This is not May the 8th, 1978," he said - his remarks can be considered

as a combination of a Ministerial report card on the Assembly's first eight months, and a foreshadowing of likely Commonwealth policies toward the Island in the near-term future at least. The News has therefore transcribed them extensively for study by residents.

OIL SEARCH WANTED

OIL EXPLORATION on Norfolk's underwater continental shelf is to be encouraged by the Commonwealth of Australia.

A senior officer of the Department of National Development and Energy told the Legislative Assembly on May 5th that new legislation, expected to be passed and proclaimed soon, is aimed at generating exploration interest by the petroleum industry in waters around Norfolk and other islands under Australia's jurisdiction.

He is Mr. John Carlson, Assistant Secretary, Policy and International Oil and Gas Division. Mr. Carlson accompanied Minister R.J. Ellicott to Norfolk, and briefed the Assembly on Australia's plans.

He said the Minister for National Development and Energy (Sen. Carrick), who visited Norfolk recently, will probably be the "Designated Authority" responsible for administering exploration around Norfolk. But this will depend on negotiations still to take place between the Assembly and the Commonwealth. Mr. Carlson said he "envisioned" that his Department would administer the area adjacent to Norfolk, but when challenged by Chief Minister David Buffett, said this was only the Department's tentative view and was open to discussion.

Mr. Carlson discouraged any idea that Norfolk might administer such exploration, saying that it would cost the Island at least \$100,000 a year to operate a qualified administering authority, in return for which Norfolk could expect exploration fees of \$20,000 a year at the most.

Mr. Carlson said the Designated Authority - whoever it might be - could encourage oil exploration off Norfolk either by advertising that specific areas were available for exploration, and hoping to receive competitive applications, or by seeking a consortium of oil companies that might share the cost of seismic and other studies. He said his Department

was not certain at this point which method would be preferable.

Exploration on the Norfolk Ridge would be expensive and difficult, he said. Most of the possible oil-bearing areas lie under 1,000 meters or more of water. In comparable depths on the Exmouth Plateau, off northwestern Australia, a single exploratory well has cost some \$10 million. If oil were found, the techniques for getting it out had not yet been developed - but promptly would be, he believed, if a large find were made.

If there proved to be gas deposits, they would be of no commercial value in such depths and so far from land.

Mr. Ellicott said that he thought it would be better for Norfolk to negotiate a share of the royalties from any oil that might be discovered, and leave the administration to the Commonwealth. He said Australia was conscious of the need for an equitable arrangement with Norfolk, but he thought highly difficult technical matters were involved, and believed the Assembly had more immediate and important local matters that it should be concentrating on.

He said it was sometimes better to negotiate when there was actually something to argue about.

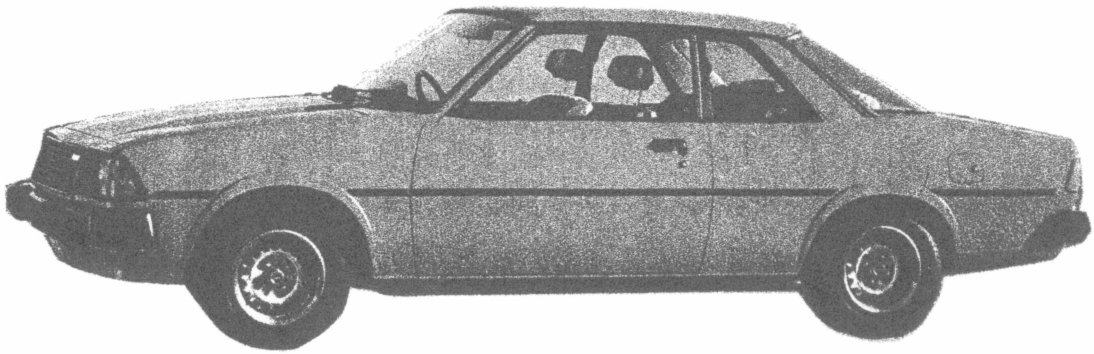
But he said that the Commonwealth would have a look at any proposal the Assembly might make, and said that the Assembly could have access to any pertinent information that was held by the Department of National Development and Energy.

Under the arrangement negotiated between the Commonwealth and the States of Australia, offshore oil royalties are shared 60% to the State and 40% to the Commonwealth. Mr. Ellicott said Norfolk might end up with a better deal than the States got.

(When Papua and New Guinea were still territories under Australian authority, the arrangement was that they would receive 100% of any oil royalties from their adjacent waters.)

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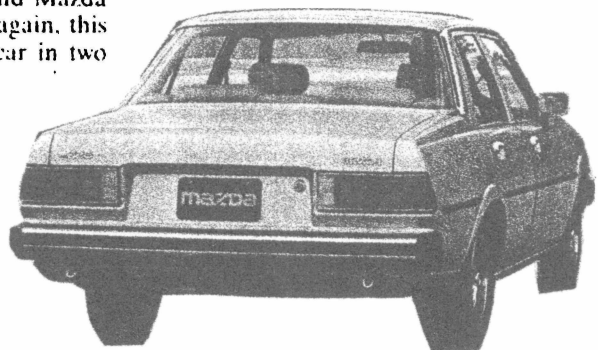
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'Road & Track' magazine says 'EVERY SO OFTEN a new car arrives at the R&T editorial offices that evokes unanimous enthusiasm: the Honda Accord, BMW 528i and Mazda RX-7 are three that come to mind. It has happened again, this time with the coupe version of Mazda's third new car in two years: the 626.'



FITZPATRICK'S

Assembly Tourism Inquiry

A FULL-SCALE inquiry into Norfolk's tourist accommodation and desirable future levels of tourism was initiated by the Legislative Assembly May 7th and is expected to begin public hearings in June.

The Assembly established a Select Committee of three members - Ed Howard, Duncan McIntyre and John Ryves - to make the inquiry, and gave them authority to summon witnesses and records if necessary. The Select Committee held its first meeting May 8th, elected Mr. Howard chairman, and began organising plans for hearings, which will be held in the new Court Room in the Assembly building.

The Select Committee's terms of reference, approved unanimously by the Assembly, are -

(a) To examine existing tourist accommodation on Norfolk Island including the

- (i) amount,
- (ii) location,
- (iii) style,
- (iv) ownership,
- (v) staffing, and
- (vi) capacity for expansion;

(b) To examine what is the most desirable level of tourism into Norfolk Island

(c) To examine feasible means of promoting increased tourism or of preventing excessive tourism;

(d) To examine ways in which tourism can be made to yield the most benefit to residents of Norfolk Island;

(e) To examine other matters which the committee believes relevant to tourist accommodation in Norfolk Island; and

(f) To report on its investigations into these matters and to recommend action that might be taken by the Norfolk Island Government.

It is the first Select Committee to be established by the Assembly. By giving it power to require witnesses to appear and to produce their private records if it proves necessary, the Assembly put the inquiry on a legal basis comparable to that of the

1975 Royal Commission.

Sir John Nimmo, the Commissioner, had little occasion to use his power of compelling witnesses to provide evidence he needed.

Mr. Alan Veney, then manager of the Island branch of the Bank of New South Wales, declined to table information Sir John asked for, and received a subpoena requiring him to do so. It was presented by his successor, Mr. John Boucher. Other witnesses were quick to respond when Sir John reminded them of his statutory powers. But the great majority co-operated fully with the Commission.

The problem of establishing workable controls over the amount of tourism to the Island has been a vexing one. Prof. G.J. Butland of the University of New England did a detailed "Long Term Population Study of Norfolk Island" in 1974, and recommended a ceiling of 20,000 visitors a year by the year 1983. Norfolk Island Councils "approved" a ceiling of 1,000 tourist beds on the Island, and the Tourist Board proposed a ceiling of 1,200 tourist beds. All these supposed limits have been exceeded, without any governmental response.

Australia will consider Norfolk ocean patrol boat

A PATROL BOAT may be stationed at Norfolk to keep watch on foreign fishing vessels operating in the Island's waters.

One of more officers from Australia's Fisheries Department are expected to arrive here about the end of June to look into the situation, Minister R.J. Ellicott told Assembly members on May 5th.

Mr. Ellicott said surveillance was necessary to protect Norfolk's fishing grounds.

Such a boat would need to be able to put to sea in almost any weather, and would apparently be considerably larger than any of the Island's present fleet of 50 - 60 fishing boats.

HARBOR STUDY

Basing such a craft here would require improved harbor and jetty facilities, and perhaps a deep-water mooring. Mr. Ellicott said the Fisheries officers might not be engineers, but would look at the possibilities of "a deep mooring or a wharf where goods can be brought in with much less hazard than they are at the moment".

He hoped that the Fisheries visit would lead to recommendations for a feasibility study or for co-operative effort by various Commonwealth De-

partments.

The Fisheries Department would also be able to talk with the Assembly about the costs and operation of a Norfolk-based fishing industry, and about possible profit-sharing arrangements with the Commonwealth on royalties Australia collects from other nations for fishing in Norfolk waters.

ROYALTIES ISSUE IS STILL OPEN

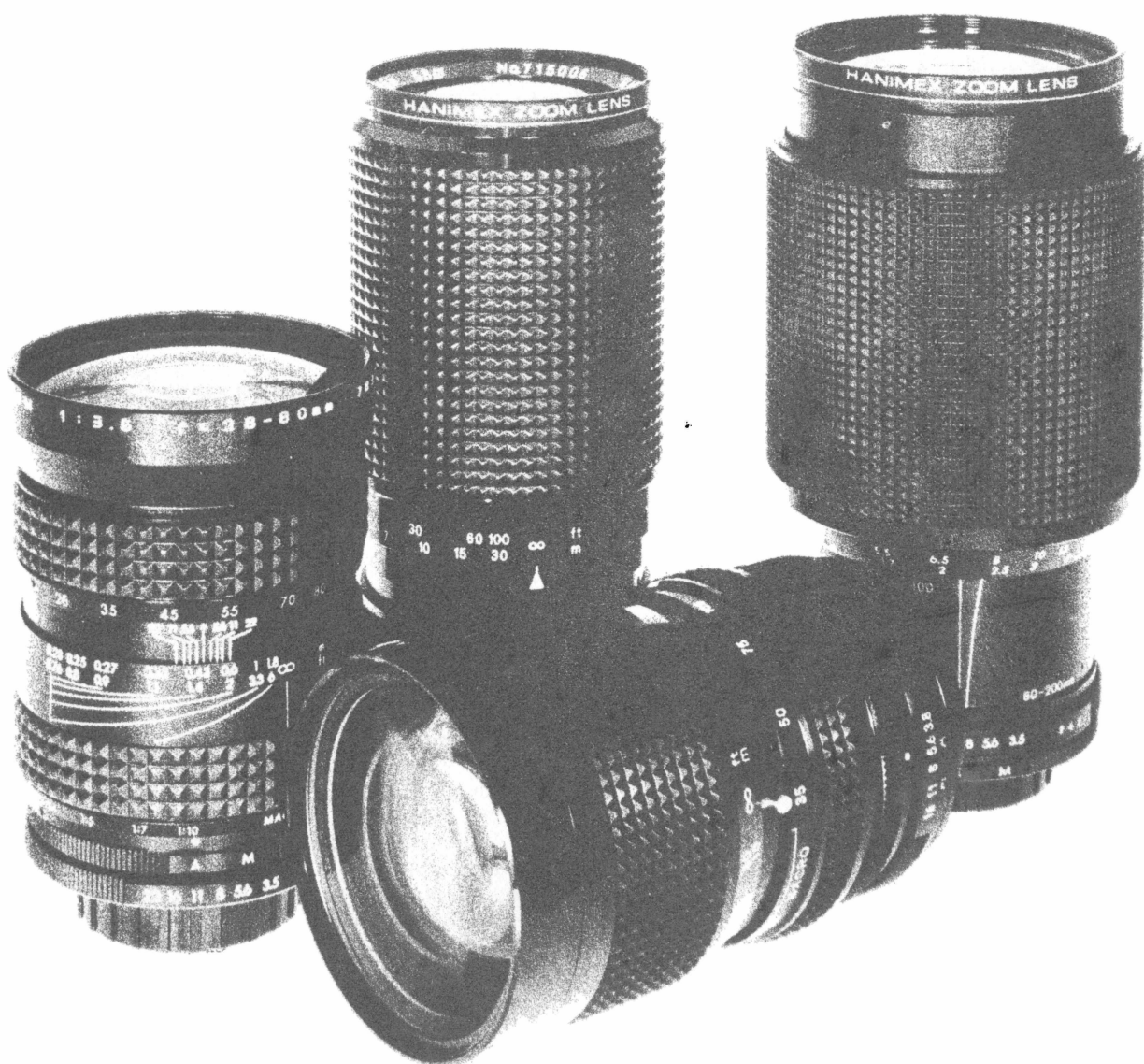
Mr. Ellicott referred to the profit-sharing idea last year, but a spokesman for the Department of Primary Industry promptly announced that royalties had to go into the Commonwealth's general revenues, and could not be ear-marked for any particular purpose.

On this visit, however, Mr. Ellicott said there was no resistance on the part of the Commonwealth to discussing an arrangement which was based on an equitable sharing of "both the burden and the benefit of offshore areas".

He also said that the Assembly could take up with Primary Industry the question of whether foreign fishing licenses granted for Norfolk's 200-mile zone could be confined to areas outside a "domestic" zone of 30 miles or so.

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DOUBTS RAISED ON NEED FOR F-28

A PUBLIC MEETING to discuss the planned upgrading of Norfolk's airport for F-28-class jets attracted a gathering of only some 70 people at Rawson Hall on May 1st.

An advertisement announcing the meeting had been unsigned, and some residents were dubious about attending a meeting without knowing who thought it was necessary.

It appeared to have been organised by several residents who feel that smaller aircraft, using the existing airport runways, might serve the Island adequately without harming the environment or opening Norfolk up to too much tourism.

After about two hours of presentations, discussion, and a film on the de Havilland Dash-7 airliner, Ken Nobbs proposed a motion that the meeting "does not accept or support" the airport upgrading, but considered that a Norfolk Island Airlines proposal was the best alternative, using existing facilities. The motion was supported by 28 people, outnumbering 14 who voted "no". Asked how many had abstained, 22 raised their hands.

Few supporters of the upgrading were in evidence, although Gerry Aafjes said that many on the Island depended on tourism being fostered, and if it were choked off, "we'll all go broke". Bruce Griffiths said upgrading would make the airport safer, and that he was concerned that no one had spoken about the safety of human life.

PLENTY TOURISTS

John Anderson spoke at length about his concern over what upgrading would do to Norfolk's environment. "We must give more than lip service to environmental matters on Norfolk Island," he said. He pointed out that the main runway had already been extended by 500 feet in the last several years, and that recommended tourist ceilings were already being exceeded without a jet upgrading. While emphasising the threat jets could hold for bird life and other environmental aspects of the Island, he said there were also serious questions of increased garbage, effluent, road traffic and other by-products of greater tourism.

Allan Tavener said now was the time, before it is too late, to "give the environmental aspects a thorough going-over". He said Norfolk was endangered by "people pollution", which created wear and tear on Norfolk and made

the Island less attractive. "We are already being flooded by too many tourists," he said. "If we continue to damage the environment we will have a paradise lost forever."

John Brown, chairman of Norfolk Island Airlines, said N.I.A. had been serving the Island well, and had carried 40% of tourists coming from Australia. He said the airline was ready to do more. It had applied to carry excess air freight from Sydney to the Island, but the Department of Transport had not even acknowledged the application. It had lodged applications to fly between Norfolk and Noumea, Wellington, Vila and Tonga - which had been met with "stunning silence".

Mr. Brown said he thought Norfolk should be able to "nominate and control all air carriers to the Island", and that N.I.A. should be the major carrier to Norfolk from all other ports. He pointed out that changes in U.S. air regulations were leading to the development of new 20-35-seat airliners, and that by the time a Norfolk airport upgrading could be completed there would be a number of different new planes which could serve the Island without any upgrading. He said that N.I.A. was capable of purchasing enough Dash-7-200s to fully cater for traffic between Norfolk and Sydney

as well as Brisbane.

Honey McCoy submitted a paper which expressed worry about the effect of jets on land and sea birds. She said the upgrading would mean paying too high a price for faster service and more visitors.

Bill Lackey, speaking for the "Norfolk Island Businessman's Association", said "There is just concern that the airport is being upgraded for a particular airline, not for the needs of a Pacific island."

Former quarryman Bob Thompson said it was an awesome thing to see what happens to the land when it is quarried, and once the rock had been taken, what had been lovely scenery would be nothing but inkweed and tobacco bush.

Clive Wilson, who was visiting from Lord Howe Island and who chaired the meeting, urged Norfolk Islanders not to "split yourselves right down the middle on whether there are jets or not, or whether it's Norfolk Island Airlines or some other airline."

Assemblyman Gilbert Jackson sounded a note that seemed to be warranted by the meeting's small attendance. He said if people wanted to head off the upgrading, "a campaign has to be mounted quick and lively, and a very heavy one at that."

Referendum Bill put back for committee to study

THE REFERENDUM Bill to allow electors to petition for a referendum on any subject related to Norfolk's good government was side-tracked into a committee of all Assembly members for further study at the May 7th meeting of the House.

The bill proposes that the Assembly also be allowed to call a referendum on any subject.

The bill's sponsor, Ed Howard, told the meeting he believed some members did not want to vote against it, but were not ready to vote for it. He said that if the House would agree to the bill in principle, so that further steps could be taken with it, he intended to move that it be referred to a committee for more thought.

Chief Minister David Buffett said he was hesitant to follow such a course

because he was not sure what binding effect it might have if the Assembly agreed in principle to the bill. He proposed adjourning debate instead, but his motion failed 5-3, with one abstention.

The bill was then agreed to in principle, with Messrs. Blucher, Howard, MacKenzie, McIntyre, Nunn and Ryves in favour. Mr. Buffett and Mr. Jackson voted against, and Mr. Williams abstained.

The move to take the bill off the table and send it to committee was unanimously passed. There is no time limit on how long it can remain in the committee, but it could lie dormant until a clear majority of members wants to bring it out and pass it or bring it out and kill it, or finds some compromise by way of amendment.

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Assembly splits 6-3 a new way as 'five votes' idea is rejected

A RETURN to Norfolk's voting system as it was until last August was unanimously supported by the Legislative Assembly on May 7th.

Debate on the Legislative Assembly Bill had been adjourned in April during discussion of an amendment which would have allowed the electors to vote for as few as five candidates in future election.

The amendment was solidly argued against by Duncan McIntyre, Bryan Nunn and Bruce MacKenzie. Mr. McIntyre said that making any change to the old voting method was outside the brief handed to the Assembly by the electors at the referendum last December. He said the Assembly had a clear obligation to put the law back as it was, and not to imagine improvements that might be made in it.

Bruce MacKenzie simply read out the 1979 Gazette notice reciting the referendum question, and said that in the light of the question, it would be incorrect for the Assembly to seek any

amendments to the traditional voting system.

Kevin Williams, who had proposed the amendment, said he had not expected it to cause such an upheaval. He denied that it was a form of "proportional representation through the back door", but made it clear that the purpose of the five-votes idea was to allow minorities more of a say.

He said that Pitcairn descendants were now a minority on the Assembly, although they had made up at least half of previous Councils, and that his amendment revolved around protecting the rights of Islanders.

Only Mr. Williams and Gilbert Jackson spoke in favour of the amendment. It was defeated 6-3, with Williams, Jackson and Chief Minister David Buffett on the losing side.

But once the amendment had been laid aside, all nine members bowed to the December referendum result and passed the basic bill restoring first-past-the-post voting.

Faster building permits

A SPEED-UP in the handling of Building Ordinance approvals will occur as soon as Australia's Governor-General has assented to the Ordinances Revision Bill passed by the Assembly May 7th.

The bill is aimed at bringing a wide range of municipal matters under the Assembly's direct control - by replacing the word "Administrator" in many of the Island's existing Ordinances with the words "executive member", and replacing the word "Minister" with "Administrator".

These or related changes will be made in the ordinances governing the absentee landowners levy, apiaries, bean seeds and plants, birds, boarding-houses, brands and marks, building, business named, companies, coroners, deserted wives and children, dog registration, evidence, fences, gun licenses, land subdivision, lighterage, liquor, motor vehicles, public hall, noxious weeds, plant and fruit diseases, posts and telegraph, pounds, public works, registration of births, deaths and marriages, registration of bulls, sale of food, Sellheim grave, slaughtering, spear guns, stock diseases, timber licenses, traffic and visitors fees.

The Norfolk Island Act gave the

Assembly executive authority in these and other matters, but until now the laws have still said that the Administrator is to issue Building Ordinance approvals - for example. Administrator W.P. Coleman has been issuing the approvals, but has done so on the advice of the Executive Council - the Chief Minister and Deputy Chief Minister. This has meant large numbers of pieces of paper criss-crossing for signatures, advice, and approvals.

Once the new bill becomes law, which should be by early June, a building application will be Gazetted, go to the Building Board, and then go to Deputy Chief Minister Bill Blucher for approval or rejection. Applications which raise no particular problems or questions should be able to be processed in two or three weeks, allowing for the ten-day Gazette period for objections, and waiting for the next twice-monthly Building Board meeting.

JUNE 4 TO BE BUDGET DAY

NORFOLK'S BUDGET for the financial year starting July 1st will be proposed

at the Legislative Assembly meeting on June 4th.

A special Assembly meeting will be held two weeks later on the 18th to pass the bill. It will then need to receive Australia's assent before becoming law. Last year assent was given by Administrator W.P. Coleman, without the bill's having to go to Canberra for the Governor-General's assent.

Under the terms of the Norfolk Island Act, the Assembly cannot debate a proposal to spend public funds unless the proposal has formally been recommended by a message from the Administrator. Once debate has begun amendments can be moved which would reduce the amount of money proposed for any particular item of spending, but any increases - including shifting funds from one item to another - have to be recommended by the Administrator before they can lawfully be considered.

After the budget speech on June 4th, copies of the bill will be available, showing how much is proposed for each of some 60 items of planned spending.

Planned revenues - including any proposed new or increased taxes - will be described in the budget speech, but will not be part of the bill itself.

Residents or organisations will be able to comment to Assembly members on the budget plans as soon as they have been disclosed. Any amendments to the plans as announced on the 4th will need to be worked out by about the 10th, however, to allow time for proper legislative drafting and clerical work to be completed in time for the 18th.

Experts hear Malcolm Bains

NORFOLK'S CHIEF Administrative Officer, Malcolm Bains, was a principal guest speaker at the biennial Conference on Local Government held in Canberra May 12-15.

He addressed some 600 town and shire clerks who attended the conference, held by the Institute of Municipal Affairs of Australia.

Mr. Bains was given leave from his duties as Norfolk's Island manager to make the address.

During his absence Projects Officer Gil Hitch was appointed Acting Chief Administrative Officer.

Administrator W.P. Coleman also travelled to Canberra for a brief visit starting May 15th. He and Mr. Bains interviewed candidates for the Island's Legal Adviser position, which will become vacant June 20th when Bill Hall returns to Adelaide.

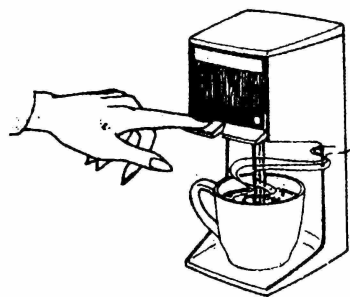
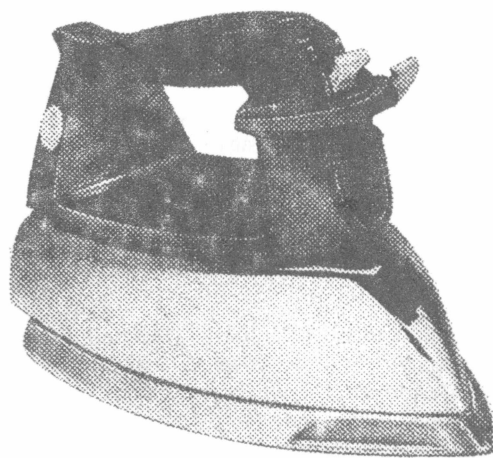


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Verbatim from the Ellicott tapes

HON. R.J. ELLICOTT, Australia's Minister for Home Affairs and the main architect of Norfolk's new form of government, spoke with members of the Legislative Assembly on the morning of May 5th. The meeting was broadcast live.

Here are extensive excerpts from his statements and from his discussion with the Assembly members.

"The progress since August last, as observed by me, toward self-government, has been in my view successful.

"Needless to say, whenever a new venture starts there will be problems along the way - only because we can do what we like to establish institutions, but in the long run it's human beings who have to make them work.

"Norfolk Island has an Act which in some ways is novel - in some ways was intended to deal with the progressive situations towards self-government, as the recitals in that Act provide; in other ways familiar, because it takes up some of the aspects of the system which we all know as the Westminster system; but in many respects, designed to try and pick up the situation on Norfolk Island.

"We had the choice of setting up a local-government-type Council, or alternatively of doing what we did. It was my view that what we did was the right thing; that, had it been a

local-government-type Council that we set up, with limited powers, that would have been frustrating for the people on the Island and would not have helped to develop the capacities - the political and other capacities that are needed for self-government. I say that not in a paternalistic way, but simply say it as a matter of fact, that we have to move: not all that gradually, really - fairly quickly, in the time-scale of five years, fairly quickly - towards a program of fuller self-government...

"I think the Assembly has settled down to its task, as far as I can see. The community at large will always, particularly in a small community like Norfolk Island, it will always be much closer to the political figures than is so on the mainland. Because there is that proximity, needless to say the community will react more quickly (and sometimes perhaps more positively) toward things done or not done, attitudes expressed or not expressed. Therefore the atmosphere tends to become, I suppose that little more volatile, than it is even in the national capital of Canberra.

"I look back over these eight months as being progressive - as moving in the right direction.

"I think it's fair to say that during that period the Administrator - who is obviously a new Administrator to

the Island - has had to adjust the office to a new situation. That's been very important. It's not an easy thing for the office to adjust overnight; but I sense that it's adjusting reasonably well. It's very important, of course, for those involved in the running of Norfolk Island to understand that because the Commonwealth has significant retained powers, the Administrator remains a political force, and therefore needs to be taken into account in any political actions, or any decisions that are made. In fact if he's not involved, those decisions don't have any validity. But at the same time, even in what I called the reserved area - that is the area over which the Commonwealth reserves power - my Department, and the Administrator, and other Departments of State, have done their best to involve the Norfolk Island administration. That's been out of a desire to make you feel that those are matters that, obviously, you're very concerned in, but also matters with which you need to become familiar, and which ultimately may become matters over which you have control.

"The fact that officers from various Departments have been here - Foreign Affairs, Primary Industry, National Development and Energy, and Finance - that is very significant. It indicates a desire on the part of the Government to give you whatever assistance and expertise is necessary, and to involve you in the important matters that relate to the future of Norfolk Island. We'll be discussing later, no doubt, the offshore areas, and one of the purposes of my visit is, quite frankly, to have a discussion on that, and other matters.

"One important thing, I think, is to appreciate the basis of the future of the Island in economic terms. Governments can go so far, but in the long run the future of Norfolk Island's economy, as we know, depends to a very large degree on the private sector and particularly on the tourist industry. This is something which should not be overlooked. I am not suggesting you are overlooking it, but I do believe you need to be very aware of the significance of the private sector, the health of the private sector - and the need for the expansion of tourism in a healthy way. I don't mean you should encourage the Is-

Nobody here but us boongs

CHINA DISCLOSED on May 8th that it regards the South Pacific as a wasteland area suitable for weapons testing.

China's Vice-Premier, Mr. Li Xian-nian, told Australia's Prime Minister that it would test-fire an intercontinental ballistic missile - to an area about 1900 km north of Norfolk.

China warned ships and aircraft to stay out of the area until the test is over.

According to British experts the missile will not carry high explosives for the test.

The target area is surrounded by Solomon Islands, Nauru, Kiribati, Tuvalu, and the New Hebrides. But apart from Australia and New Zealand, none of the South Pacific countries were consulted about China's plans.

Sir Julius Chan, Prime Minister of Papua New Guinea - which is approximately the same distance from the target area as Norfolk is - was troubled

that Mr. Li had not mentioned the test shot to him in discussions held the week before.

Official reactions in Australia and New Zealand gave no hint that either nation was concerned about the South Pacific islands next door to the target area.

Mr. Fraser was quoted by the Radio Australia as saying that China could not be criticised for the test.

Mr. Muldoon said from Wellington that New Zealand understood the circumstances in which China felt it necessary to increase its long-range missile technology.

"The Australian" editorialised that the restrained response by Australian political leaders was an "interesting sign of Australia's international sophistication".

Sir Phillip Baxter, former chairman of Australia's Atomic Energy Commission, said "There is plenty of open space in the Pacific Ocean."

land to be over-run by hundreds of thousands of people; but I think there's a need to have constantly before you the fact that the welfare of everybody on the Island, and its capacity to successfully cope with self-government in the future, depends on your having, broadly speaking, a healthy private sector.

"I say that because in this period when you are moving, in your first term of office as it were, there may be a tendency to look over your shoulder at the Australian Government and say 'what are they up to?', and not bear down on the real issues that are confronting you. It's terribly important, terribly important, that you adopt a positive attitude towards the things that you have to advance so far as Norfolk Island is concerned.

"I hope you understand that by this time the Australian Government is behind you in your endeavour. There are issues like offshore areas and the like which we'll discuss later. They are important in themselves, but they are more of long-term importance than of immediate importance. What is of immediate importance is the concentration on the development of the Island; the formulation of plans for its development which take into account its environmental wealth, whilst at the same time enabling people to build their commercial and other undertakings.

"Probably in one sense one of the most successful private enterprise developments on the Island is run by the Government, and that's the philately department. Its overhead is very small compared with what it brings in. It's only an example of what can be done to turn to account a particular area. Norfolk Island is doing that quite well. I simply make the point that in these times I believe it's of great importance to you. This is only by way of advice. It's obviously not a matter of direction. But it's of great importance to you to look at the matters immediately in front of you, and to involve the community in a positive development of plans for the future of the Island.

"Those are just as much economic matters as political matters. I quite frankly believe the political aspects are provided for, and with the assistance of the Federal Government, they will fall into place. What you need to do is to ensure that there is a successful budgeting period. I would say to you that I would hope that you will have a balanced budget in the next year. You can't be digging into reserves all the time. You must have an eye to unnecessary expenditure.

On the other hand the community must be prepared to share the fact that there is a degree of inflation, even here; and that therefore there's a need to probably raise additional revenue.

"But in the long run the economy of this place will only be successful if the public sector runs a balanced budget, and if whatever encouragement can be given by way of sensible, not-too-detailed planning can be given to the private sector...

(Mr. Ellicott then said he hoped that the Gates Report on the Island's economy would be available by the end of May.)

"The only other thing I'd like to say in relation to planning is the need to get a long-term approach - that is to say, not to just look at 1980/81, but to look ahead to future years. You can't plan ahead unless you have a concrete idea of what you want to achieve; and therefore the need to formulate plans for the future, and what you would like to do on Norfolk Island, is rather immediate.

"You must get down to those decisions. To the extent to which you are not doing so (and I'm not suggesting you're not) then I encourage you to do so.

"I express again the good wishes and the good will of the Federal Government in your endeavours."

200-MILE ZONE: NORFOLK'S, OR AUSTRALIA'S?

Mr. Buffett: "Mr. Ellicott, you will know that Norfolk Island has some considerable dependence upon its fishing in its immediate waters.

"You will know that Norfolk Island feels that it should be involved, very closely, in the benefits that might be gained from the total 200-mile zone that surrounds Norfolk Island.

"There is an awareness at this time that the total 200-mile zone is an area for which Australia has responsibility. However I would like to mention, on behalf of my colleagues, that the 200-mile zone for which Australia has responsibility that surrounds Norfolk Island is of course there because Norfolk Island exists.

"We do have an opinion that there is some moral right that Norfolk Island might put forward to have some input and to gain some benefit from whatever is to be gained from those waters that surround Norfolk Island to its 200-mile extent.

"I would like to raise the thought

that there are certainly improvements that Norfolk Island needs to make in its fishing areas for its own well-being directly as it participates - that is, its own fishing industry that exists here. I feel there is some melding of the benefits that might be gained from the total 200-mile zone that might be melded with Norfolk Island's needs, and its wants, as it directly participates in the fishing industry at this time.

"I would like to ask you if you would be happy to give us some indicator from the Australian Government's point of view, as to the extent it would see appropriate for Norfolk Island to participate in some of the areas that I've endeavoured to mention."

Mr. Ellicott: "I think it's important to get things in perspective in relation to this.

"First of all, to understand that the fishing zone is a matter of international law - that is, the 200-mile zone - and that the Commonwealth has obligations internationally in relation to it; and its capacity to declare it and have it observed by other countries is because of the international law that recognises it, and to which other responsible governments are a party.

"That's basic to the whole proposition, and therefore the Australian Government has to retain an interest and presence in relation to the 200-mile zone.

"But, having said that, you have to pass on to another question, and that is, 'what does the 200-mile zone mean in terms of Norfolk Island? What advantages or otherwise are there in it?'

"It's probably true to say that there hasn't been a great deal of research into the fisheries surrounding Norfolk Island. No doubt there are practices on the part of local fishermen - I think there are some 27 boats that operate from time to time out of Norfolk Island, but basically for the purpose of local consumption; and there are fishing grounds, no doubt, reasonably close to the Island which are of value for those purposes. (Editor's note: Mr. Ellicott later said he had picked up the wrong figure - the Norfolk fishing fleet being all less than 27 feet in length - and that the number of local boats was actually between 50 and 60.)

"I simply say to you that there's no question of the Federal Government not wanting to do what it can to protect that particular situation - that is to say, the capacity of the water around the Island to be used for the purposes of local consumption.

"If it were thought - and this I believe, on the basis of present informa-

tion, is a big 'if' - if it were thought that the fisheries around Norfolk Island were such that they could sustain a large fishing industry which had capacity to provide a return to the economy of Norfolk Island, then needless to say the Government would be very interested to have a look at that, and to develop it with you. But present information doesn't bear that optimism. It rather suggests that although there are various types of fishing around the Island, for instance like tuna fishing and the like, of which advantage may be taken from time to time, the seas within the 200-mile zone are not so prolific that they could give rise to a fishing industry.

"However that's a statement I make based on existing information. If it turned out to be different after research, well then, needless to say the question of developing a viable local industry could be looked at.

"If that is not a viable proposition - that is, a fishing industry which operates around the Island, apart from local consumption, then the seas around the Island are of advantage only in the sense that boats from other countries might be given a permit to fish in the waters from time to time.

"The question of what advantage Norfolk Island should have out of those particular licences is, I may say, a matter that we can look at.

"In other words, there's no resistance on the part of the Federal Government to talking to you about some sharing in whatever profits there may be in that particular area.

"But may I simply say to you, I think the facts may reveal that (you'd have to have a fisheries officer here to talk to you about it) the facts may reveal that the license fees that are obtained from this are much less than the cost of administration; and therefore that there are presently no profits.

"Another problem that arises is the question of surveillance. Before I go onto that, another issue is the question of, these days, determining what particular fish are caught in what particular waters. In other words, it's very difficult, as you can imagine, if a large fishing vessel is operating on the high seas, and it's moving within and outside a 200-mile zone, it's very difficult without a very precise method of surveillance to determine what fish are caught inside and what fish are caught outside.

"Needless to say, there is no system of surveillance of any sophistication which operates in relation to Norfolk Island. To have such a system would, I imagine, be somewhat expensive; and in the long run, having regard to

the other factors I mention, may not be an economic proposition.

"On the question of surveillance, I understand that an officer of the Fisheries Department will be coming here in the middle of the year. The purpose of his visit will be to discuss two of the matters that I have been talking about. One is surveillance, and the other is fisheries data-gathering systems - so that we can assess what fishing there is off the Island of value.

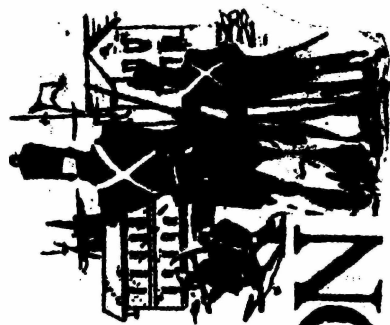
"I hope you will take my remarks in a positive sense. What I'm really saying is, yes, there is a need to retain an Australian presence - that will remain - but on the other hand there is a willingness on the part of the Government to look at an equitable system which would involve Norfolk Island in sharing both the burden and the benefit of the offshore areas. But I just want to say to you, don't regard it as a bonanza. The present information would indicate that you're not looking at great wealth. You're looking at a sea which has to be sustained for local fishing, and therefore surveillance is needed to protect that. But on the other hand, don't imagine at the moment that there is evidence of great wealth that will sustain a large fishing industry for the benefit of Norfolk Island. If it proves otherwise, then the Government would look at that, and look at it positively with you.

"On the question of ships appearing, I understand some summonses have been taken out. There is set in train a process of objection, protest to other governments in relation to the ship that was involved recently, and I hope that whatever the difficulties may be - because the Island doesn't have a natural harbour - that it may be possible to adopt at least some surveillance system in the near future, which would involve a larger craft that could take to the sea and to some degree police what's going on.

"There was no way to deal with the recent situation, because there the ship was, out at sea, and there's not much you could do about it. It disappeared overnight, I understand.

"But we have a similar problem in other island areas. It's an expensive operation, maintaining a surveillance system, but at the same time, I'll be making approaches to the relevant Government Departments to see whether we can get adequate surveillance here. And as I say, an officer from the Fisheries Department will be here in the middle of the year.

"I've tried to cover the whole field in what I've said, with some apprehension - apprehension in the meaning of 'understanding' - in advance of the sort of issues which you were concerned



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about.

Mr. Ryves: "I'd like to be a little more specific about the problems facing this Island, and endeavour to seek an understanding with you as to how we perhaps wish to share in the 200-mile zone.

"I think we're fairly realistic about the matter of cash. But I do believe there is a case for, where Australia, with her foreign relationships with other countries and matters of primary production and things, must make certain deals relating to fisheries.

"The most inhibiting factor to this Island at the moment relates to freight, relates to safety and relates to fishing, and for the facilities for the fishing to get to the product. I'm speaking of wharves. You touched lightly on them.

"On the matter of safety: where aircraft may be forced to ditch somewhere off the coast, under certain weather conditions, because of our existing wharf facilities, there would be no way we could render them any assistance. So there's a case there for some all-weather wharf.

"For our fishing boats to exploit the fishing industry, again, we need facilities, and protection of a wharf area where these boats can get to sea.

"Freight of course, which is the all-important factor, sometimes delayed by inclement weather, but, again, I think of a reasonable proposal of a breakwater, particularly in the Cascade area.

"My feelings about where Australia, with her dominance of the 200-mile zone, and protecting it on behalf of Norfolk Island, may look towards Norfolk Island kindly, is to perhaps look at this particular facet, that is the wharf area, and I believe there are reports out - I think a lot of local knowledge could be of great assistance to anybody who is visualising going ahead with a project of this nature, and I would ask you, sir, to direct your attention to this particular point."

Mr. Ellicott: "Mr. Ryves, I would imagine, and I hope - I haven't spoken to the particular officer, but I would imagine when he comes out and discusses surveillance, he will be looking at it in all respects; that is to say, the capacity that's needed for some system of surveillance in terms of a craft; secondly, the capacity to deal with the craft, that is, when it's not wanted for passage into the sea but when it's being moored - and that will, needless to say, involve some question of it being moored in a safe place. I think it really raises the issue independently of the question I know you're concerned about, and

that is a facility to have access to a safer harbour - therefore, a deep mooring or a wharf where goods can be brought in with much less hazard than they are at the moment. I understand that.

"But you can rest assured that that will be looked at at the same time."

Mr. Blucher: "...We have facilities which we extend now, even at this time, to a fishing vessel which comes from the south coast of New South Wales. They also have a spotting aircraft which flies in and out of here, spotting for fish. To me, that points to the fact that there must be fish here.

"That being so, there is benefit as you say, I would think, to come from fish being in this area. I don't think they would be in this area wasting a lot of money in spotting fish and going backwards and forwards each day into this port for protection if there wasn't some viable fishing grounds within the immediate area of Norfolk Island.

"The local fishing industry needs to get well beyond the three-mile limit, in fact well beyond the 12-mile limit, to be able to catch a reasonable supply of fish, even for the Island's requirements. That also places great emphasis on the need for a larger area of protection for the local fishing industry.

"So all these things I'm trying to point, are an area of trade-off. Not so much 'you give us cash because people are using these waters' - but there are areas we can look at, as a compromise, I suppose, to reach a situation where not only would the benefits of, say, a breakwater or an extended jetty and those sorts of things would be of benefit to this Island, but it would also benefit everybody else..."

In reply to a question from Gilbert Jackson about the Island's need for technical advice in fishing, Mr. Ellicott said: "When the officers from the Department of Primary Industry come over, you should raise these issues with them. I'm sure you'll find them willing to give whatever advice and assistance, and to adopt whatever programs are feasible in order to assist. That's their function - that's why they're coming.

"On the question of a domestic zone, again, if there is a zone around the Island which could be fished locally, and protected, why, no doubt, the question could be taken up with the Department of Primary Industry to see whether they could confine any licences that are granted to areas beyond that particular zone - whether it's 12 miles or 30 miles.

"That's the sort of thing that obviously can be discussed, and hopefully

some arrangement come to, because that would help to protect the local fisheries.

"On the other hand, I think when you talk about technology, it's essential to understand that the fishing of the high seas has become so sophisticated now that the cost of sustaining an operation is so high, that it may well be beyond the means of Norfolk Island - and probably beyond the means (in one sense - that is, its willingness to be involved) of the Australian Government. In other words, the facts of life commercially may be that you have to enter into arrangements with private bodies for the fishing of these waters - and not hope to be able to do them yourself, because of the cost involved, and the need for sophisticated technology.

"But that's just a comment which I sense you may find to be justified by what the Fisheries officers tell you. But if you discuss that matter with them, as to the feasibility of the cost of mounting an operation yourselves, I think you'll probably find what I've said confirmed - and therefore, whatever is happening in New Zealand, the fact is that if you were to have arrangements for offshore Norfolk Island first of all you would have to substantiate that there was a substantial fishing resource there, and secondly, you had some system whereby you could measure what was taken, and that some private operation was prepared to be involved in that particular matter.

"Those are facts that I can't go into, because I don't know the facts. All I'm saying to you is there's a willingness on the part of the Government to have a look at it, and work with you on it."

Gilbert Jackson asked about Commonwealth help in improving Norfolk's harbour and wharf facilities. Mr. Ellicott said: "When these people come, which I understand will be the end of June, all these issues will be canvassed. They may not be engineers themselves, but out of that meeting, I would hope there'd be recommendations for a feasibility study or whatever may be necessary from various parts of Commonwealth Departments, so that the matter can be looked at, and recommendations made to the Government and the administration here."

EXCERPTS FROM THE TAPES
CONTINUE ON PAGE 27

HETTAE!

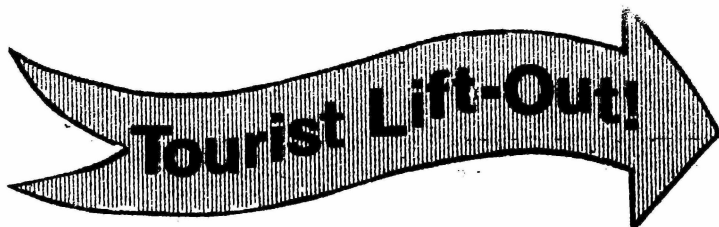
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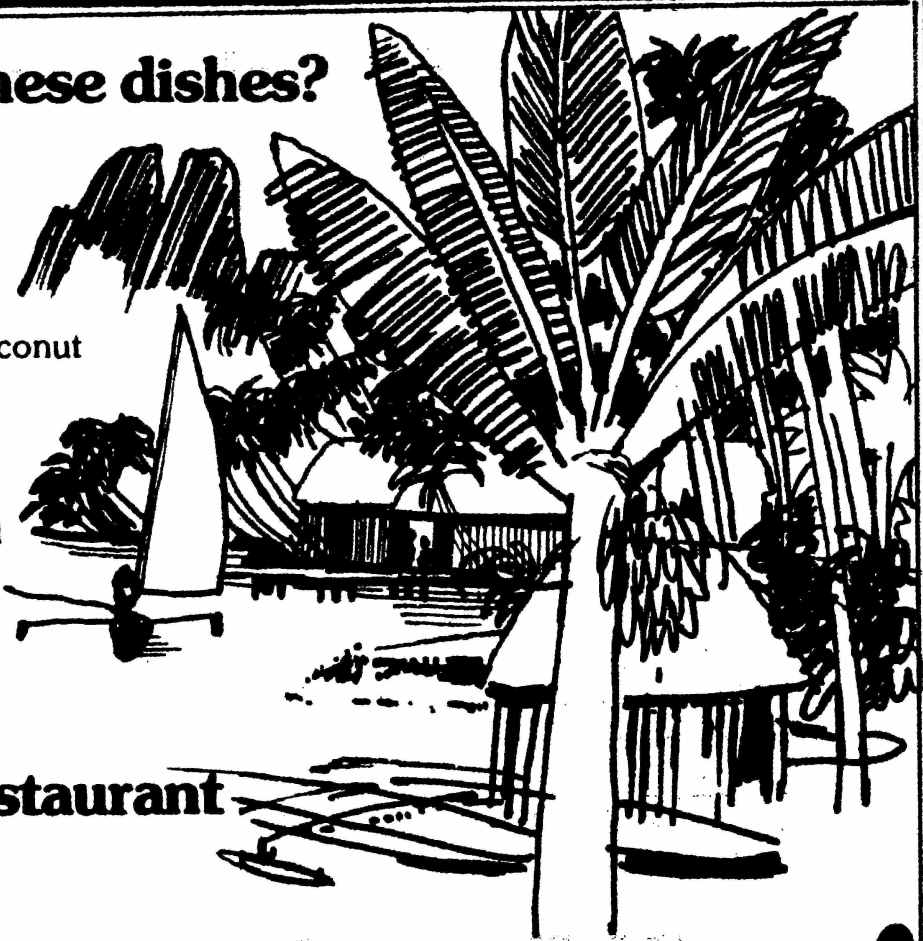
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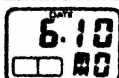
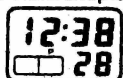


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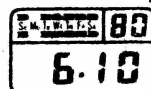
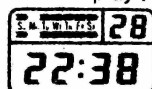
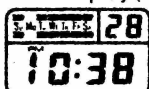


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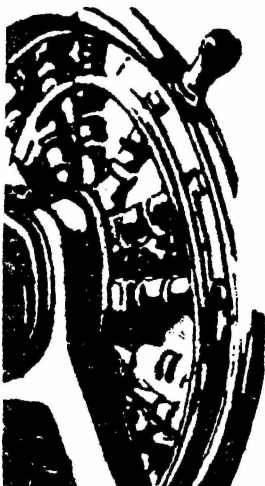
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The *Norfolk Island*

SUN



MON

TUE

20 May

- Films (Pds & LC)
- Housie (RSL8pm)
- Open night (Nlk)
- C'dant's Din (G)

WED

21

- Film (RSL)
- Film (Pds)
- Open night (Nlk)
- Film (MRT8pm)

25

- Church services
- Historic photos (Lions 2-4pm)
- Film (MRT8.00)
- BBQ/Film (Cwy7pm)

26

- Housie (LC)
- Film (Nlk)
- Sm'b'd (SP)
- Film (MRT8.00)

27

- Films (Pds & LC)
- Housie (RSL8pm)
- Open night (Nlk)
- C'dant's Din (G)

28

- Film (RSL)
- Film (Pds)
- Open night (Nlk)
- Film (MRT 8pm)

1 June

- Church services
- Historic photos (Lions 2-4pm)
- Film (MRT8.00)
- BBQ/Film (Cwy7pm)

2

- Housie (LC)
- Film (Nlk)
- Sm'b'd (SP)
- Film (MRT8.00)

3

- Films (Pds & LC)
- Housie (RSL8pm)
- Open night (Nlk)
- Film (MRT8.00)
- C'dant's Din (G)

4

- Film (RSL)
- Film (Pds)
- Open night (Nlk)
- Film (MRT8pm)
- Legislative Assembly Meeting (A 2pm)

8

- Church services
- Historic photos (Lions 2-4pm)
- Film (MRT8.00)
- BBQ/Film (Cwy7pm)

(Pitcairners landed - 1856)

9

- Housie (LC)
- Film (Nlk)
- Sm'b'd (SP)
- Film (MRT8.00)

HOLIDAY

for Anniversary Day

10

- Films (Pds & LC)
- Housie (RSL8pm)
- Open night (Nlk)
- C'dant's Din (G)

11

- Film (RSL)
- Film (Pds)
- Open night (Nlk)
- Film (MRT8pm)

15

- Church services
- Historic photos (Lions 2-4pm)
- Film (MRT8.00)
- BBQ/Film (Cwy7pm)

16

- Housie (LC)
- Film (Nlk)
- Sm'b'd (SP)
- Film (MRT8.00)

17

- Films (Pds & LC)
- Housie (RSL8pm)
- Open night (Nlk)
- C'dant's Din (G)

18

- Film (RSL)
- Film (Pds)
- Open night (Nlk)
- Film (MRT8pm)
- Assembly (A 2pm)

a great name in photography

CALENDAR

**THUR
22**

- Housie (LC)
- Sm'b'd (SP)
- Housie (RSL)
- Rotary (VV 6.30)
- Film (MRT8.00)

**FRI
23**

- RSL Social night
- Open night (Pds)
- Film (MRT8.00)
- Seafood Sm'b'd (Cwy)

**SAT
24**

- SDA service
- Film (MRT8.00)
- Open night (Nlk)

29

- Housie (LC)
- Sm'b'd (SP)
- Housie (RSL)
- Rotary (VV 6.30)
- Film (MRT8.00)

30

- RSL Social night
- Open night (Pds)
- Film (MRT8.00)
- Seafood Sm'b'd (Cwy)

31

- SDA service
- Film (MRT8.00)
- Open night (Nlk)

5

- Housie (LC)
- Sm'b'd (SP)
- Housie (RSL)
- Rotary (VV 6.30)
- Film (MRT8.00)

6

- RSL Social night
- Open night (Pds)
- Film (MRT8.00)
- Seafood Sm'b'd (Cwy)

7

- SDA service
- Film (MRT8.00)
- Open night (Nlk)

12

- Housie (LC)
- Sm'b'd (SP)
- Housie (RSL)
- Rotary (VV 6.30)
- Film (MRT8.00)

13

- RSL Social night
- Open night (Pds)
- Film (MRT8.00)
- Seafood Sm'b'd (Cwy)

14

- SDA service
- Film (MRT8.00)
- Open night (Nlk)

19

- Housie (LC)
- Sm'b'd (SP)
- Housie (RSL)
- Rotary (VV 6.30)
- Film (MRT8.00)

20

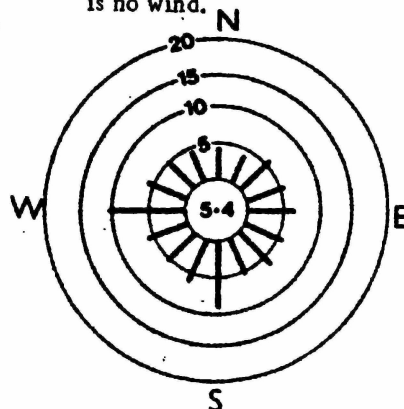
- RSL Social night
- Open night (Pds)
- Film (MRT8.00)
- Seafood Sm'b'd (Cwy)

21

- SDA service
- Film (MRT8.00)
- Open night (Nlk)

WIND ROSE

The length of each of the 16 lines shows the percentage of the time the wind blows from that direction this month. The figure in the centre shows what percentage of the time there is no wind.



LOCATIONS

- A -N.I. Assembly chamber
- BP -Burnt Pine
- BC -Bowling Club
- BCP -Bicentennial Park
- BH -Branka House
- C -Catholic Church
- CE -All Saints Church
- Cwy -Castaway Hotel
- EB -Emily Bay
- G -Garrison Rest'r't
- GC -Golf Club
- H -Hospital
- KO -Kingston Oval
- Lib -Library
- LC -Leagues Club
- LK -Lime Kiln BBQ
- M -Museum Bldg.
- MC -Uniting Church
- MRT -Mission Rd. Talkies
- Nlk -Hotel Norfolk
- Pds -Paradise Hotel
- Ph -Pitcairners Hall
- RH -Rawson Hall
- RSL -RSL Club
- Scl -School
- SDA -7th Day Adv. Hall
- SP -South Pacific Hotel
- StB -St. Barnabas Chapel
- SW -Simon's Water
- VV -Valley View Rest'r't
- YC -Youth Centre

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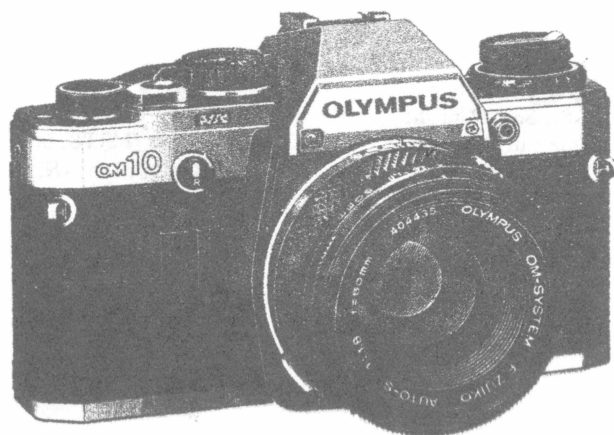


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5 CLUES TO UNDERSTANDING NORFOLK

NORFOLK ISLAND seems to many visitors to be a simple, pleasant and uncomplicated place.

But if you care to look more deeply, and to gain a more informed understanding of the Island, you will find it is an intricate as a piece of symphonic music.

If you are one of those more perceptive visitors, wanting to go home with a grasp of what the Island is really all about, here is a series of clues to help start you off. As you talk with people on Norfolk you'll doubtless hear disagreement on some of the opinions given: Islands attract individualists, with their own strong ideas about many things. But the subjects are keys to knowing Norfolk.

1: THE PEOPLE

There are about 1200 full-time, permanent residents. About 500 are "Islanders" - direct descendants of the Pitcairn settlers. There are about 300 Australians and 300 New Zealanders who have settled here; over 100 of them have married Islanders, and so the Pitcairn families all told amount to slightly over half the population. The Pitcairners hold over half of the Island's freehold and Crown lease land, and well over half of the youngsters at the Norfolk school are Pitcairn descendants.

In addition there are normally several hundred people, many of them young, from Australia and New Zealand, who are here on six month "work permits" to fill jobs that can't be filled on the Island - there being virtually no unemployment among the permanent population. Many of these work for relatively low wages in the tourist industry, and regard their stay on Norfolk as a sort of working holiday.

The original Pitcairn settlers came to Norfolk in 1856, having been told that they could have the entire Island and its buildings to divide among themselves or to share in common. British and, later, Australian authorities for generations afterward maintained that there had been a misunderstanding about this, but the Pitcairners have always been adamant about the original promise. The resulting conflict has led to protests, petitions to the Queen, inquiries and Royal Commissions over the generations. The official decisions have always gone against the Pitcairners - but a set of documents from the 1850s,

arranged in sequence for the first time in 1977 (and available in reprint form at shops on the Island) leave little doubt that the Pitcairners have been right all along.

Islanders regard themselves as a distinct race, have their own traditions and customs, and speak their own language among themselves. They have a strong religious tradition, as well as a gentle, good-natured Polynesian outlook on life. They are past masters at sizing up "mainlanders" quickly and accurately - and at tagging nicknames, some of them hilarious, on likely candidates.

2: FINANCES

Few visitors realise that Norfolk is expected to pay for itself without any financial support from Australia - or that it has a surplus from past years invested in the bank at interest, rather than a national debt.

Norfolk's public income comes from modest customs duties on most imports; from the sale of Norfolk postage stamps; from the operation of a local government monopoly on the import and sale of beer, wine and spirits; and from a range of fairly simple taxes and fees on individuals, visitor departures, companies, cars and so forth. There is no stamp duty and no income tax for genuine residents. The Island was used by Australians as an income tax haven for some years, but changed Australian laws ended this in 1973.

For many years Australia made an annual grant of \$126,000 to the Island. This covered the costs of Australian officials sent to administer the Island. They are now paid directly by Australia, and the practice of making "a grant" has been ended.

Norfolk's public income pays for public works, roads, administration salaries, the hospital, school, and a 3-man police force. Doctors, a dentist, schoolteachers and police officers are selected and posted here through the much-appreciated assistance of the New South Wales and Commonwealth governments, but Norfolk pays their fares and their salaries while they are here.

Australia's system of social welfare benefits does not extend to Norfolk. The Island has a tradition of looking after its own. A weekly "pension" of \$45 is paid by the Island to a small number of elderly persons

who need some supplement to their personal and family resources. There is no one on Norfolk who is alone, unknown and in need.

Australia pays for the upkeep of the Norfolk airport, which is part of Australian international air agreements, and for the meteorological office, which is a reporting station only, sending data needed by the Commonwealth weather forecasting system. Australia has also paid much of the cost of restoring the historic buildings at Kingston, which are regarded as part of Australia's colonial history.

3: THE RUINS

The ruins and restored buildings at Kingston are left from a by-gone era in the Island's history, when Norfolk served for a time as a prison.

They are remarkable for two quite different reasons.

One is that they were handsomely and simply designed and laid out in Georgian style, and are one of the world's few examples of a Georgian village that has not been added to and adulterated with more recent buildings of later styles. Because many of the Kingston buildings are in use today - with more to be put to use as they are restored - the village has a current life, rather than the disembodied, musty feeling of empty relics of the past.

It is possible, with guidance from a local resident who knows or with some study of available books, to piece together many aspects of how a remote community lived 150 years ago. Bread, for example, was made from grain grown on the Island and then ground - in a windmill if the wind was blowing (its foundations can be seen out at the end of the golf course); in a watermill if the water was flowing (the mill-pond and mill ruin are in Watermill Valley); and in a man-operated crank mill (near the Kingston pier) when that was necessary.

The other remarkable aspect of the Kingston ruins is that they call to mind unspeakable cruelty of man to man, in the Queen's name, long ago. Norfolk Island was for a time a prison designed to provide, intentionally, "the harshest punishment short of death", and often it did not stop short. The prison settlement was abandoned, partly because of its foul reputation, in the mid 1850s.

The prisoners' three-storey gaol

building is gone. The Pitcairners found use for the other Kingston buildings, but the gaol was an offence to their eyes. It was gradually pulled to pieces, with the stone and coral used for other buildings, or as rubble for surfacing the Island's roads. The walls surrounding the prisoners' compound still stand, but the salt spray and the sun have bleached away much of their grimness. Today they are a site of enjoyment, providing shelter from the wind for immense Island picnics that are held from time to time.

4: COLONY STATUS

Legally Norfolk is not "an Australian territory" but is "a territory under the authority of Australia".

The distinction, recognised by Australia, emphasises the fact that the Island has never been ceded to, or annexed by, Australia, and remains a distinct and separate settlement of the British Commonwealth.

Australia uses its authority to govern the Island as a colony. The responsible Australian Cabinet Minister explained to the Norfolk Council in March, 1979, "You are under the complete bondage of the Australian Parliament. You are not free."

Between 1975 and 1979, this unsatisfactory situation was examined and debated at length. The Australian Government acknowledged in 1975 that the Island's form of administration was "outmoded and inappropriate", and set up a one-man Royal Commission to examine the subject fully, and make recommendations for bringing Norfolk's government into the 20th century. The Commissioner, Sir John Nimmo, heard evidence from many residents and Australian Government departments. The evidence was summed up by the senior counsel assisting the Commission early in 1976. He said that the people of the Island wanted mainly to be left alone, with the right to manage their own internal affairs. He recommended that this be arranged over a five-year transition period, at the end of which Norfolk would have democratic local government and its own member in the Australian Parliament. Australia would retain full power over international matters - foreign affairs, banking, etc.

The senior counsel said that if the Commissioner were uncertain about what the Island wanted, a referendum could readily be held, choosing among the alternatives of independence, integration into Aust-

ralia, or local self-government in continued close association with Australia.

When the Nimmo Report appeared at the end of 1976, it stunned and dismayed the Island. Sir John Nimmo said the people of the Island were divided and confused, and that no referendum should be allowed. His recommendations amounted to complete forced integration into Australia, with Norfolk tacked on to the electorate of Canberra.

The Nimmo Report was quickly shown by Norfolk Councillors to contain fundamental errors of accounting and historical fact. They called for an independent economic study to see how the Nimmo recommendations might damage the Island, but the Government refused to allow the study. Councillors called for a referendum, but the Government refused on the ground that it would be "too costly and time-consuming".

A group of Pitcairn descendants canvassed the Island, asking all electors to sign solemn declarations on whether they wanted Norfolk to become part of Australia. Over two-thirds of the electors declared that they wanted the Island to remain separate and distinct. The signed declarations were presented to the Australian Government Minister responsible for administering the Island. He said they were "totally, utterly and completely valueless".

As the only elected representatives of the people, Norfolk's Councillors appealed to the United Nations in February, 1977 for protection against being forced into Australia. The appeal was not heard by the U.N., but the depth of feeling on the Island made Australia hesitate, and the main Nimmo recommendations were not put into effect. Councillors who had led the fight to prevent Australia's taking over the Island were re-elected by heavy majorities in the election the following year.

In May, 1978, the Island's new Australian Minister, Mr. R.J. Ellicott, informed the Council that Norfolk's laws, social welfare system and taxes did not have to be the same as those of Australia. He later introduced a new Norfolk Island Bill into the Australian Parliament, which passed it in May, 1979. The Island's reaction to the Bill was strongly critical, and the Councillors voted unanimously that it was unacceptable.

In last-minute negotiations with Mr. Ellicott, the Councillors tried to have some of the Bill's most objectionable features changed. These

included Australia's power to tax without representation; the exclusion of any surrounding waters from Norfolk's control; Australia's ability to veto any law that might be made on the Island; and the continuation of an appointed Australian Administrator as the head of the Island's government.

Councillors asked Mr. Ellicott if the Bill could be amended to include, in its preamble, an expression that it was desirable for the people to be governed with their consent. Mr. Ellicott said such a statement was not acceptable to the Australian Government.

5: THE FUTURE

The new form of government laid down by Australia in 1979 includes a Legislative Assembly, locally elected, which can initiate laws on a wide range of matters. But these are subject to cancellation by Australia.

In its Norfolk Island Act 1979 Australia defined Norfolk to include only land and rocks, thus seeming to strip the Island of its surrounding waters. Australia has said it will regard Norfolk's 200-mile ocean zone as belonging to Australia. Whether Australia will keep the benefits from the zone, or allow them to flow to the Island, is not yet clear, and may be the subject of dispute.

The first Legislative Assembly took office in August, 1979. In its early months there were indications that Australia was willing to let it take a major role in governing Norfolk, with little interference from Canberra.

Under the Assembly the Island's cost of government promptly began to escalate. A \$390,000 deficit budget, the largest in Norfolk's history, concerned many residents. Despite the Island's conservative traditions, the Assembly has not yet been prepared either to reduce costs or to introduce new taxes - but one or both will be necessary if Norfolk is to go on paying its own way, and preserve its debt-free status.

Norfolk's future will depend importantly on the Assembly's policies and on the degree to which the fledgling "parliament" is supported by the people of the Island. Many of them want Norfolk to retain its distinctive, unsophisticated (some might say out-of-date) ways. But there are pressures for increasing Australianisation of the place - which some residents regard as inevitable and desirable progress.

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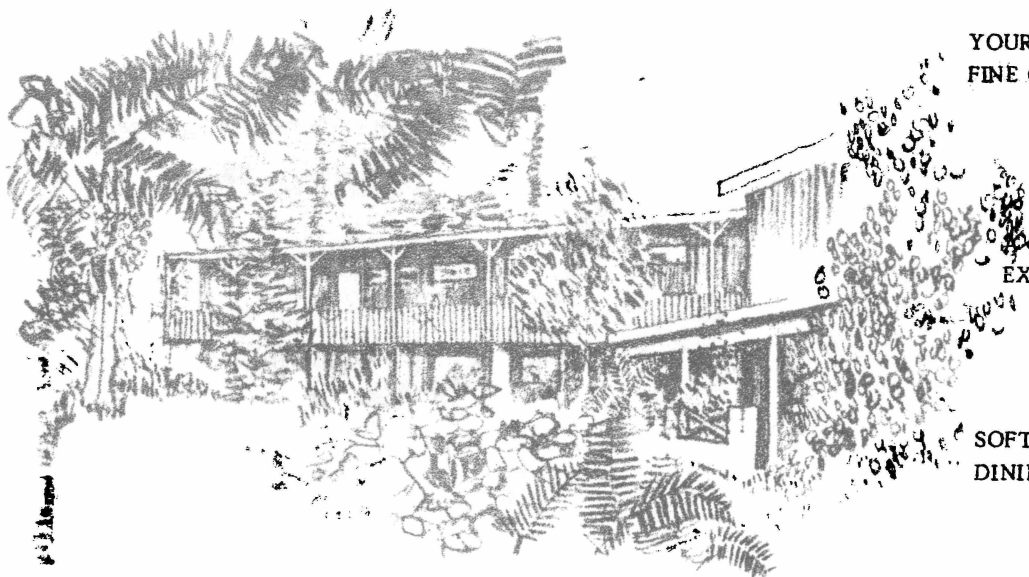
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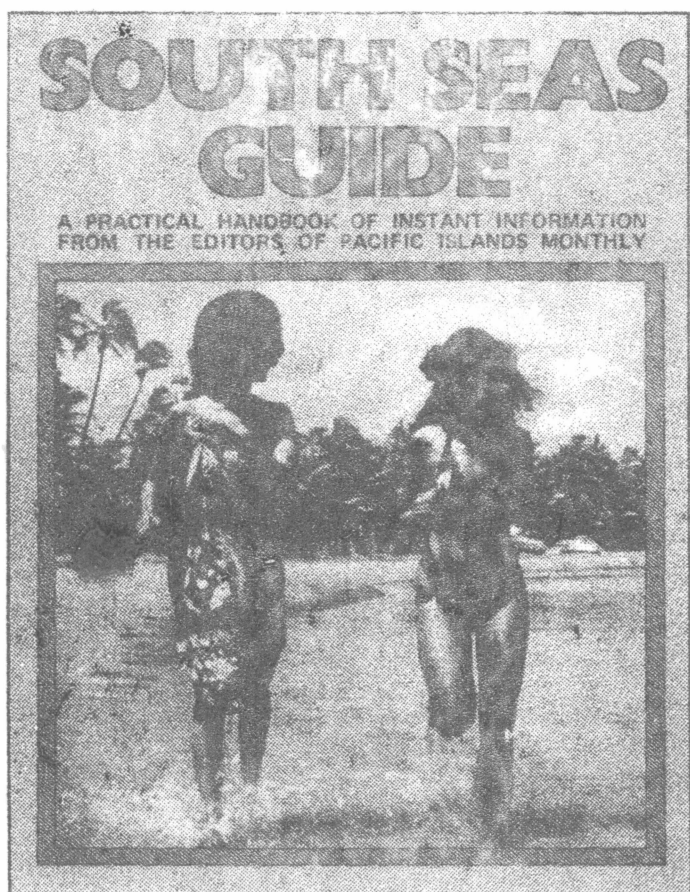
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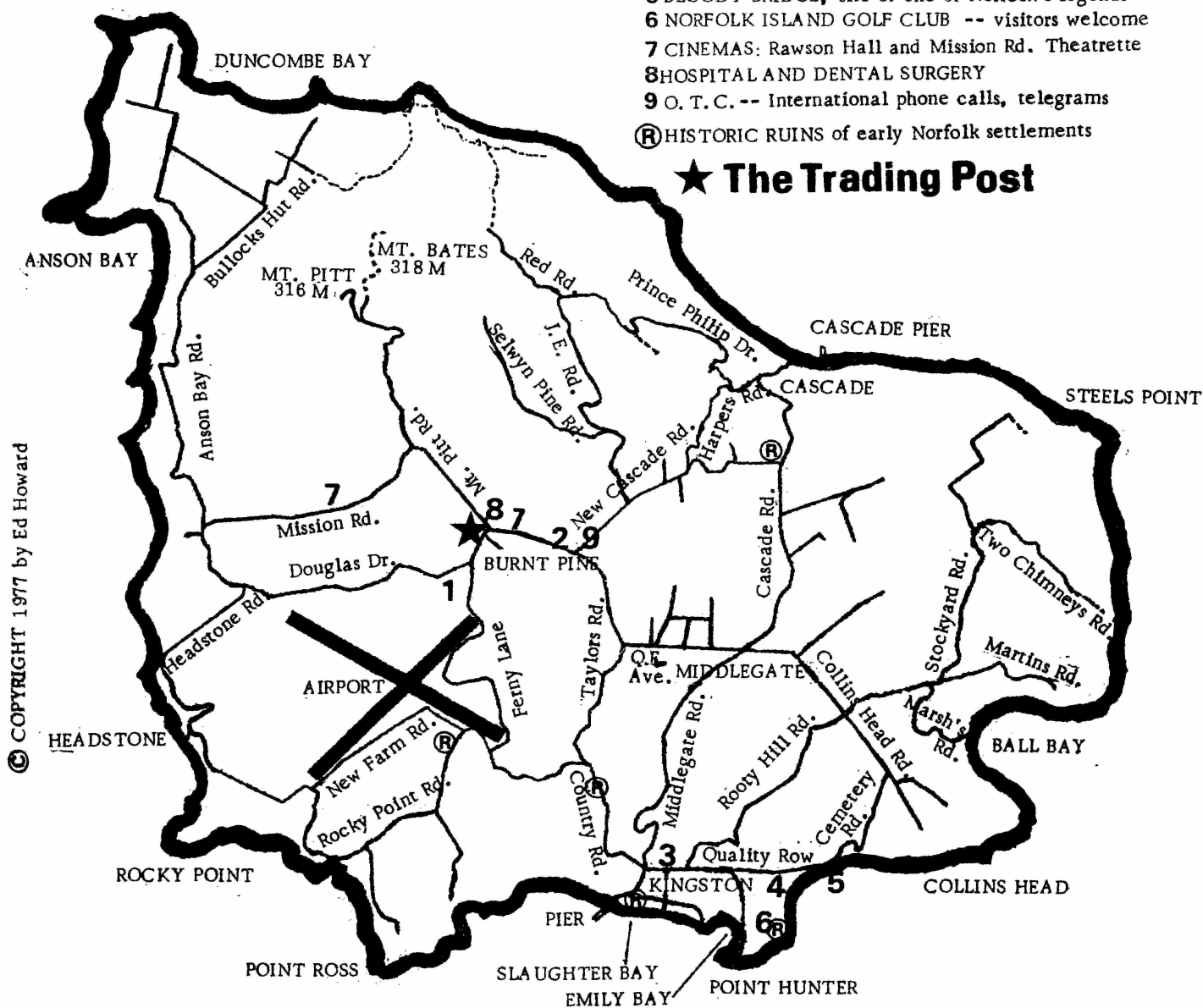
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- 5 BLOODY BRIDGE, site of one of Norfolk's legends
- 6 NORFOLK ISLAND GOLF CLUB -- visitors welcome
- 7 CINEMAS: Rawson Hall and Mission Rd. Theatrette
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The economy

Mr. Ellicott: -

"The Island does depend to a very large degree on the tourist industry for the health of its economy. In that sense, everybody who lives here, to some degree, if they don't have independent means, that is, depend on the health of that particular sector.

"It's my concern - concern in the sense of a general attitude - that the development of the private sector here should be a matter of close consideration by the Legislative Assembly Members. I would imagine that it is.

"The economy of Norfolk Island is a fragile thing. I've no need to tell you that at the moment the world is in a pretty troubled state. I don't know whether you get the vibrations out here, but the vibrations on the mainland about how the world is going at the moment are not all that bright.

"Inevitably, if anything did blow up in this world of ours, it will have repercussions in as remote a place as Norfolk Island. That's because its economy is fragile, and to a large degree does depend on people coming here.

"I therefore simply say that the planning and development of that sector is a matter of considerable importance, and one that in an immediate sense - I'll say this, and it will be a contentious statement - is more important than the development of offshore areas. It's of much more immediate concern, and it's probably of much more immediate political and economic concern.

"If the other statement is contentious - I really don't mean it to be, it probably is - it only reflects the attitude that, as far as I'm concerned, representing the Government, we have an attitude of good will in relation to the offshore areas but we don't see it as the El Dorado for Norfolk Island.

"What in a practical, pragmatic sense we see is that the Island's development depends on what's happening on-shore. Those are matters that Members of the Legislative Assembly no doubt will have for immediate concern."

Airport

Mr. Ellicott, on airport expansion:

"In taking recommendations to the Government in relation to this matter, I was glad that there was in effect a middle course - that is to say, one that did not involve a proposition that we had to have 727s or 707s coming into Norfolk Island.

"I was glad that there was a proposal that was modified that enabled the F 28 to be encompassed. Not that I have any brief for the F28, but it represented a less drastic effect on the environment and also would help to adjust more readily, I think, to what is probably the tourist potential that is desirable from the point of view of the Island...

"I think one of the most important things to be done here is to plan, if there is to be a jet airport, is to plan a development of the tourist industry. We've spoken about development of the Kingston area, both in terms of tourists and in terms of a hotel of significant character - not so much significant in size, but significant in other respects.

"Those sorts of issues are very important, and you need to - no doubt you are - but, if you don't mind my saying so, I regard that sort of issue as very important, because just as I as the Minister for the national capital have to give some parameters to the development of business in the national capital, so you, through your determinations and plans for the future, lay down parameters for the business community within which it can develop.

"You need to have a concept of the nature of the tourist industry you want

Crock-Pot Recipe

Old fashioned bean soup
1 lb (500g) dry kidney beans, soaked overnight
8 cups water
1 lb (500g) meaty ham bones or ham pieces
1 teaspoon salt
5 whole peppercorns or ½ teaspoon pepper
½ cup chopped celery leaves
1 medium onion, chopped
1 bay leaf

Put all ingredients in the CROCK-POT. Cover and cook on LOW for 10-12 hours, HIGH 5-6 hours, but the beans must be presoaked. Serves 8.

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to develop, and those ideas need to be passed on to the Commonwealth Government and the Department of Transport - because they will affect schedules, and they will affect the number of services, and the like. You want to move ahead of those.

"It's vital, however, that you do an in-depth study of it in the early period, and not leave it until 1982, when the airport suddenly emerges."

Mr. McIntyre: "The situation is not several little problems, but one big problem of planning. It takes in the airport. It takes in the proposals for land use that are being developed in consultation with the N.C.D.C. It takes in any talk of the population levels. It takes in talk of employment in such matters as the building industry we have here. It takes in such questions as afforestation, control of the Island's cliffs and litoral, it takes in almost every aspect of 'keeping Norfolk green' - of re-forestation, of keeping pine seed and palm seed industries in proportion.

"The problem is one problem - of planning where we are going, as you said. It touches every aspect of our life, and its well-spring, I trust, is our enjoyment of what we already have."

Self-government

Mr. Blucher: "We have now been going as a form of self-governing body for something like nine months.

"In that time, as I see it, being a new body, we have performed as well as can be expected. We've had certain upheavals in the Assembly, for various reasons which I won't go into.

"But underneath it all there's been a progressive form of government. When we were discussing matters with you as a result and subsequent to the outcome of the present Norfolk Island Act, you did make mention - and it is mentioned within the Act also - that within a period of time further powers will progressively be moved into the Norfolk Island Government area.

"We are ready to take on those progressive powers - and I say progressive, because that's how we need to do it. We are ready for that now. When we were consulting with you I think there were a couple of specific matters such as land use and land matters, which I think you agreed were matters which will be looked at very quickly after establishment of this form of government.

"Social services. Immigration. Things like fishing. They are only some of the things which in my view we should be progressively be endeavouring to take over.

"I think we have proved ourselves as a government machine, within the government machinery, as being capable of utilising the powers that we already have; and I think we can now say with a great deal of satisfaction of ourselves that we are ready to take on further powers.

"I place those thoughts in your mind so that perhaps in the near future we could start further consultations in transferring of certain other powers which inevitably I hope will all be transferred to this Island."

Mr. Ellicott: "Deputy Chief Minister, you can rest assured that what you've said about the transfer of powers is a matter that is well and truly in my mind. I constantly am being reminded of it by the Chief Minister, and I have it imbedded there in a way that enables me to remember it frequently. I think what we're doing at the moment is looking at areas like land use, immigration, the other matters that you mention, which are all very significant, and important in the over-all develop-

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ment of the Island.

"As those matters are looked at, and determined, and the like, consideration can quite clearly be given to the transfers of powers from the Commonwealth reserved area into either Schedule 3 or Schedule 2.

"That's a matter that you can assume will be before the Government in the coming period. That period of course is de-limited in one sense by the Norfolk Island Act. It's not a period that depends on five years having expired, I think I've frequently said to you.

"The issue is constantly before me."

Mr. Blucher: "One of my concerns is that I know full well that there are going to be Australian elections this year.

"Who knows? Perhaps we may have another Minister who may not look on this Island as kindly as you have; we may even have another Government - who knows? - who may look on this Island as being totally and wholly part of the Australian scene, and therefore I think we could then find ourselves with a problem on our hands - and the more powers we have, the greater basis of argument we would have."

Mr. Ellicott: "May I hasten to say that you won't have another Government.

"On the other hand I can't guarantee that you won't have another Minister, because that's very much a matter for the Prime Minister.

"I think the important thing is that any Minister, or any Government, who has concern for Norfolk Island and is aware of what's going on here, will realise the desirability of gradually giving the Island more involvement in the running of its own affairs. That's the whole purpose of the exercise.

"Whether it happens obviously depends on factors which we've already discussed. One of them that I've stressed today - and I don't mean any lack of confidence in it, but I stress it as very important - is the viability of Norfolk Island's economy. That's a very important part of the whole exercise.

"That's something that you need to turn your minds to constantly. Obviously if Norfolk Island can't sustain itself, then any Australian Government says 'well, perhaps Mr. Justice Nimmo was right' - and you know - there are some of you sitting around this table who would regard that as a perilous thought.

"I'm just trying to put my finger on the practical part of it that would be of significance to any Government.

"But given a situation where you are running your affairs and being involved, may I say, in areas quite beyond those over which you have direct control, given that situation - and the fact that you're gradually getting experience in those areas, and develop-

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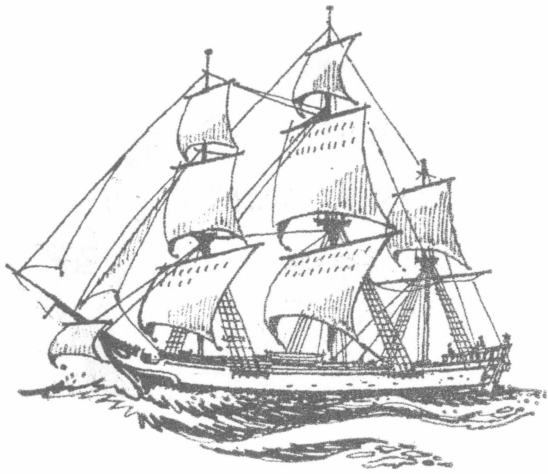


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ing those areas, well that will obviously increase the willingness of a Minister to alter the Schedule to the Act."

Oil exploration

Mr. Ellicott: "The Commonwealth Parliament has to legislate for this because it's a matter of international affairs. If we don't legislate to deal with it, then there'll be no appropriate legislation to cover it.

"There are also obligations, of course, of international law under the conventions in relation to it, as I think you readily understand.

"The Government's decision is not a decision against Norfolk Island. It's a decision which is designed to protect the zone off other parts of Australia.

"There are some problems which can be discussed which relate, for instance, to separate administration: whether the Island could mount its own administration... these are problems which you can't ignore, because they relate to cost..."

Mr. John Carlson, of the Department of National Development and Energy:

"The reason we're extending the legislation to new areas is in the hope we can generate exploration interest on the part of the petroleum industry..."

"When this amendment takes effect, which will probably be later in the year, we would hope that we can then generate some interest on the part of companies in coming forward and starting exploration programs.

"The responsibility for administering the area adjacent to Norfolk is vested in the Minister for National Development and Energy. He's known under the legislation as the "designated authority"...

Mr. McIntyre: "My concern in respect of all of these transactions is that out of all of them emerges a pattern for the future. Today we're talking about fish and the possibility of petroleum exploitation in Norfolk's waters. It may be that the historic shipwrecks bill should be included in that.

"Each time there is a move to exploit territorial waters in the future, it seems to me it's very likely to follow the pattern that's being set down by these fisheries matters.

"We started off with fisheries. We're moving on to petroleum. With fisheries we had a visit from officers of the Department. Their conclusion was that they listened politely when we

GOOD READING



'GOD'S GENTLEMEN'

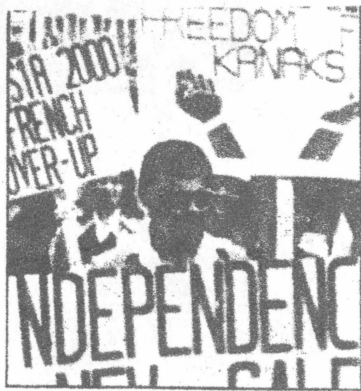
THE COLOURFUL, TOUCHING AND SCHOLARLY HISTORY OF THE MELANESIAN MISSION, WHICH STARTED IN NEW ZEALAND AND LEFT ST. BARNABAS CHAPEL BEHIND ON NORFOLK. "ADDS A NEW DIMENSION TO A NORFOLK HOLIDAY", SAID THE REVIEW IN 'THE NEWS'.

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asked that specific, express consideration be given to direct lines of communication, so that the Norfolk Island view was automatically included. I'm not aware that anything came of that, other than their polite attention.

"I'm very concerned as we move on to petroleum that a pattern emerges which does include, very specifically, direct access to the places where decisions are made - by Norfolk Island, to the parts of the Commonwealth Government where those decisions are made.

"The way in which the Commonwealth takes decisions is to take them by gathering its information together in Canberra, and giving them a good assessment. Even this Act itself, which has been introduced rather hurriedly in the House, has been done without a prior consultation. A principle has been I suppose slightly preserved by the statement by, I think, Sen. Carrick that consultation would follow shortly. But once again a decision has been taken about Norfolk Island, and passed through one of the Houses of the Australian Parliament, before it comes to Norfolk's attention - before it's submitted for Norfolk's view.

"Now that we're gathered around to talk to it, might I therefore express the greatest concern that out of this comes a method - preferably a method for which legislative provision exists, so that it can be incorporated in the future into similar Acts - by which Norfolk Island's involvement is set out methodically and does not rely upon the coincidence of somebody thinking of us and asking us our view.

"In other words, I want to see a method developed which ensures that that consultation exists for fish, for petroleum - for Norfolk Island, in Canberra, where these decisions, it appears for the time being, are being made.

"To take a separate point, in finishing - am I correct in thinking that no provision exists in the petroleum royalty laws or other laws which would envisage any payment of royalties to the Norfolk Island government? - and consequently that if such royalties were collected by the Federal Government, their passing over to Norfolk Island would be a matter of separate consideration and separate Act?"

Mr. Ellicott: "If I can just answer your general complaint.

"It's very important, I think, that you concentrate on the issues, and understand that there's no prima facie situation that if the Australian Government is doing something, that it's doing it to the disadvantage of Norfolk Island.

"There's a tendency for some of you

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to have a chip on your shoulder about Australia and what it's doing. You'd better get that chip off your shoulder, because it's no good. It's not true. It's inaccurate. It's not a reflection of the true situation, and if there's a knee-jerk reaction on the part of people here to what the Australian Government does in legislation or otherwise, that it must be to the detriment of the Norfolk Island people and government - well, you know, I'm afraid that you're quite wrong. It's quite the other way.

"The Government understands the situation. The Chief Minister can speak of the fact that I've done my best to give him access to Departments that are relevant that still remain within the Commonwealth reserved area. For example, the Department of Transport - he's had discussions, regarding the airport, with that Department. I have no objection to that, as long as he relates to the Administrator, when he does that sort of thing, so that the Administrator, who's here, and is the Commonwealth presence, has a knowledge of it.

"But from the Government's point of view, from my point of view, we want you to be involved.

"If we introduce this legislation, we do so because there's no other way of tackling the situation internationally. That is to say, the Government has to, the Australian Government has to appropriate to Australia, which includes Norfolk Island for these purposes, the fisheries and the economic zone, the continental shelf, and set up a regime for dealing with it.

"In the process of dealing with it, Norfolk's interest is obviously to be taken into account - and that's why Sen. Carrick put that in his speech. It's a matter of working out some reasonable arrangement.

"If you believe you can set up an administration here, which you will find economic - contrary to the views that the Department of National Development and Energy hold - well, needless to say, we'll have a look at that, and take it into account, and see if we can work something out with you.

"But quite honestly, with all the good will in the world, and with a proposition I hope on your side, 'always eager to believe the best', I think you may find that what they're saying is accurate - that it will cost you over \$100,000 to set up an administration for which at the maximum you'd get in \$20,000 a year.

"So from the point of view of that cost, it's not a bad deal for Norfolk Island to let it go ahead provided there

is some protection for Norfolk Island in the sharing of royalties.

"If you want to put up a proposition - now may or may not be the time, but put it up if you want to - the Government will - when I say 'the time', all I mean is that sometimes it's better to negotiate these things when there's something to argue about, do you follow me? - and we don't know whether there is something to argue about, indications are that there may not be - but if you wish to put up a proposal to the Government about royalty-sharing, based on one approach or another (that is, local administration, or no local administration) well, the Government will consider that.

"The Northern Territory is going to administer its offshore areas, but it has a larger potential, both in terms of population and in terms of the offshore areas, and the promise of those areas.

"But a better deal, if I may say so, for Norfolk Island, from what I can see, would be one whereby you may negotiate a share of royalties, but with full consultation and knowledge of what's going on, but allow the administration to take place through the Government with all its expertise. I emphasise 'with full consultation and

a knowledge of what's going on'.

"That involves a linkage with the Australian administration, but I can't see that's it's otherwise than to your advantage - particularly, as somebody mentioned earlier, there have to be arrangements with New Zealand and I think France in relation to the continental shelf area, because to some extent they do overlap - there's a median line problem.

"In other words there are more reasons than one that one can think about that lead you to the view that what is being put forward is probably the best deal for Norfolk Island.

"But you feel at liberty to put up what you will, and for the purposes of that, you may have access to whatever information is available to the Department of National Development and Energy, and I can assure you it will be considered by the Government.

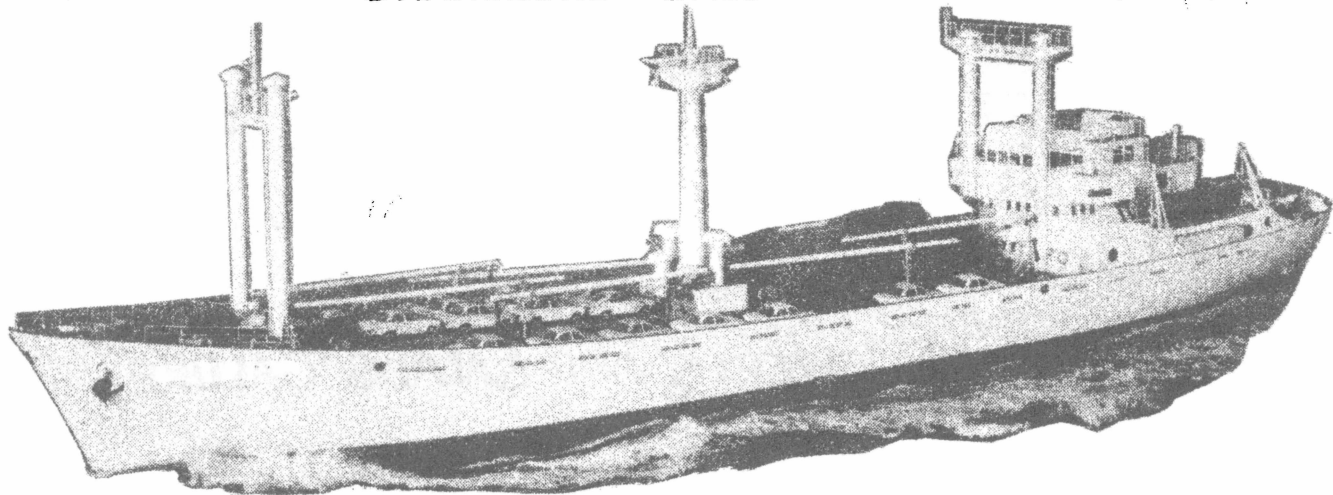
"It may be something that may not come to fruition until after the legislation is passed; but that is not to the point, because I can assure you that this is all being done in a spirit of good will, and not in any attempt to prevent Norfolk Island having an acceptable arrangement which is equitable to it as far as its offshore areas are concerned."

Chief Minister David Buffett said he thought it would be best if administrative arrangements for offshore oil exploration were not set up until the Assembly had had a chance to make its recommendations on them.

Mr. Ellicott replied: "All I can say is that there have to be administrative arrangements. If they go ahead, they'll only go ahead on the basis of discussing it with you - if you follow me, if the bill goes through, and it's proclaimed later in the year, and in the meantime there have been no proposals, or no agreed proposals, then Sen. Carrick would become the 'designated authority' - but it's not a matter that ought to concern you, because I can assure you the Government will look positively towards what you're suggesting; and if a different, equitable arrangement can be come to, well, we'll sit down and talk to you about it. In other words, the very situation may require some administration in the meantime, and if, as I say, Sen. Carrick is the designated authority, he may have to make decisions; but I'm sure at the same time that those decisions can be made against the background of consultation - in other words, he'll be doing his best to oper-

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ate to the benefit of all, including Norfolk Island."

Deputy Chief Minister Bill Blucher asked for further details on how the joint authority over offshore areas would work, and whether someone from Norfolk could be part of it.

Mr. Ellicott replied: "I would think that's one of the matters that you want to look at and suggest to the Government - some form of consultative machinery. If you conclude, as I suggest you might, that it's a better deal for Norfolk Island to let the expertise and whatever be provided by the Federal Government, if you conclude that, at the same time you may feel it appropriate to suggest some consultative machinery, which relates to Sen. Carrick's Department, and the question of what particular steps should be taken in relation to the seismic surveys that might be undertaken, or the grant of exploration permits, or the grant of mining permits.

"I would think that you'll find a receptive ear, if you come up with some proposal along those lines, because it's not our desire to ignore Norfolk Island."

Ed Howard referred to the difference between Commonwealth-States agree-

ments. He pointed out that a principle for handling offshore royalties from Territorial waters had been laid down in the original Petroleum (Submerged Lands) Act in 1967. This was that waters around Papua and New Guinea were to be considered as belonging to the territory concerned, and all royalties collected by the Commonwealth from those waters were to be paid to the territory.

Mr. Ellicott replied: "You can examine the reason why the Government does these things. The simple reason is that it does these things because it feels a responsibility for the people of Norfolk Island, which is part of the total responsibility of the Australian Government.

"What we do here, we do in that sense. Just as we will do it for people who live in other parts of Australia. That's the basis upon which the Government is motivated to act.

"It's not done because of some constitutional arrangement that was entered into between the Commonwealth and the States, or a reflection of it. I guess it is done because we like to see established here good government.

But the basic motive, and I've said this before, of the Australian Government and of simple folk like myself is, that we feel a responsibility, and a sense of concern for the people of Norfolk Island, as members of the total Australian community.

"If you want a motive for what we do, that's it, and I can't put it any other way, and that will continue to be our motivating fact.

"In fulfilling it, we will take into account that this is not part of a State, and therefore that those constitutional arguments and issues that arose between the Commonwealth and the States don't apply so directly in relation to Norfolk Island.

"I can only say to you that if you sit down and put some proposition to the Commonwealth, and discuss it, you may, for all I know, end up with a better deal than the States get. I just don't know what will happen. All I can say to you is that in making a decision, the Government has to take into account the welfare of good government of the people of Norfolk Island, as part of the total Australian community - and that's simply indicating a broad proposition, but one which is full of good will and understanding."

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THE NORFOLK ISLAND government's views on development and regional co-operation among the Pacific Islands were circulated to the leaders of 17 other island countries and territories late in March.

The occasion was a conference on "Development the Pacific Way" held at Honolulu by the East-West Center.

Norfolk was represented by Chief Minister David Buffett.

In our last issue we reprinted the first instalment of a major section in the Norfolk government paper.

The paper continues:

While Norfolk Island has only recently been permitted to attend a South Pacific Conference, and has not as yet taken in its own right the Conference seat which has been reserved for Norfolk since the inception of the Conferences, we respect and applaud the excellent services rendered to the region over the years by the South Pacific Commission.

We believe the existence of a fully-rounded Pacific Islands Community can become an effective reality only if all of the peoples who live in that Community are able to speak for themselves - with whatever degree of sovereignty each possesses.

Norfolk Island's degree of sovereignty is only partial. It is however growing, with Australia's agreement and official, legislated support. The people of Norfolk Island may always be willing - as it is believed they are now to have some important aspects of the Island's sovereignty exercised by Australia. But we most heartily welcome, and believe our future well-being requires, the development of a politically-aware Pacific Islands Community, in which Norfolk Island can take as full a part as our degree of sovereignty permits.

It is the stated policy of the present government of Australia that Norfolk Island should progress toward an acceptable level of self-government by mid 1984 or earlier. It should be noted, however, that the policy of the Opposition Party in Australia is that Norfolk Island should be integrated into Australia in accordance with the recommendations of the Nimmo Royal Commission Report of 1976. This would be contrary to what we believe the great majority of the people of Norfolk Island wish, and would be a reversal of the course of development the present Australia

Government has helped us to embark upon.

Norfolk Island's main priority in connection with the subject of Regional Co-operation is to maintain and increase our degree of self-government so that we may in fact co-operate effectively with the other islands of the Region.

D) Governmental and Administrative Systems

Norfolk Island sees four needs in connection with this subject.

The first is a re-statement of the point made in the preceding section. Norfolk Island needs continued progress toward, and achievement of, a workable and self-respectable right of self-government. This is a precondition to the other needs which are -

- We would benefit from a source of information, experience and judgement on governmental and administrative systems in the Pacific Islands Community, to compare not only the Westminster System, which we use, but other methods of government in the region.

- We could benefit from the existence of a central source which was examining and considering "mini-technology" which may be applicable to administrative procedures including records, accounting, archives management and personnel training.

sonnel training.

- As a need which may be widespread in the Pacific Islands, we raise the matter of legal drafting. It is clearly in the interests of all countries interested in the Pacific that the laws of the Islands be clear and concise. Yet skillful legal drafting costs the same whether the resulting laws apply to millions of people or to hundreds. The cost of drafting a good law is considerable, per capita, in a small island. It may be that a legal drafting advisory service to the Pacific Islands Community would so upgrade the quality of laws in the region that it would be considered a legitimate and advantageous expense to be shared by the large nations directly interested in the region.

Norfolk Island's problems under this heading are that the sources of information are difficult to locate and we have limited funds to commission studies by professional consultants.

We have no priorities to list, apart from restating that continued progress toward inalienable self-government is the first and essential necessity.

E) Cultural Development and Conservation

Needs is perhaps too strong a word in this context, but the following are matters in which Norfolk Island would warmly welcome advice or assistance -

- A statutory social welfare programme is currently being considered for Norfolk Island, in discussions between the Norfolk Island Legislative Assembly and the Australian Government. At present Australia has retained full authority for social welfare legislation on Norfolk, although the cost of social services will continue to be borne solely by Norfolk Island.

The discussions to date have been based to an important extent on comparisons with Australia's social welfare system, which is different in concept from Norfolk Island's traditional community and extended-family system. We would welcome a means of making comparisons with other such systems in the Pacific Islands Community.

- Village planning, as contrasted with city planning, is of importance to Norfolk Island. Our "city" consists of little more than a single-street shopping district - not taking into account the Island's historic Georgian capital

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Island~



keep
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clean!

settlement of Kingston, which is being preserved in its historic state of some 150 years ago. How should a small Island best plan its small, haphazard shopping street? We would welcome practical advice.

- The Norfolk Island language, spoken by the Pitcairn descendants who make up nearly half of the Island's population, is a hybrid of ancient Tahitian and Elizabethan English, modified over many generations. It is unwritten, and colourful older words are gradually being lost. Assistance in preserving the language, particularly in establishing a written form of it, would be welcomed.

- Rubbish disposal is a gradually increasing problem because plastics are non-biodegradable. We hope to avoid the cost and environmental problems of building and maintaining a central, urban type of incinerator. We would welcome advice on small-Island-scale methods of dealing with the problem.

- Advice on appropriate architecture for both public and private buildings would also be welcome to preserve a Norfolk style of building.

- Norfolk may soon be able to receive and rebroadcast satellite television services. At present the Island has no TV broadcasting, al-

though the use of videotape players is increasing. Clearly there are some damaging social consequences of introducing TV broadcasting. We would welcome informed advice on whether we should keep TV broadcasting out of the Island, or if it is to be accepted, how the harm it does can be minimized.

- Norfolk may be a place in which zero-growth policies will be advisable sooner than they become necessary in other parts of the world. What are the social consequences of such a policy? The question is exceptionally intricate and subtle, and we would welcome having wise, educated help in considering it.

The problems facing Norfolk Island in dealing with cultural and conservation matters is that advice and experience, in addition to that already received from large industrialized nations, should be sought, but at present is either non-existent or difficult to locate.

Priorities under this heading are difficult to establish. The topics mentioned have been placed in an order chosen according to approximate importance.

F) Energy

Norfolk's needs for energy are reasonably well met now, largely by

importing petroleum products. Rapidly rising costs, and the possibility of the curtailing or sudden disruption of supply in the event of a major international war, make it obvious that we should be developing alternative local sources. In Norfolk's case these must be based on a scale of technology and capital cost suitable for a range between single-residence and a 2,000 population village.

The Island has adequate rainfall and is fertile. Fuel crops may be practical for local transport and electricity generation, using gasification or other techniques. Small-scale use of solar energy (including photo-voltaic cells), tidal power, wind power and improved forms of human or animal power are obviously of great potential importance to the Island.

Norfolk's principal problem in the field of energy is probably the same one faced elsewhere; ordinary citizens are reluctant even to think of giving up the comforts and conveniences of existing petroleum-based energy-consuming devices unless it becomes necessary - and the development of alternative technologies requires public interest and government action long before the necessity arrives.

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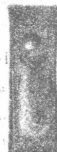
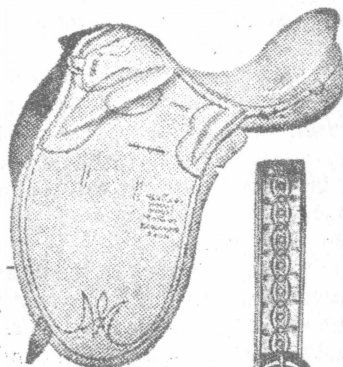
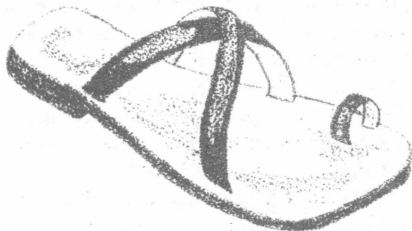
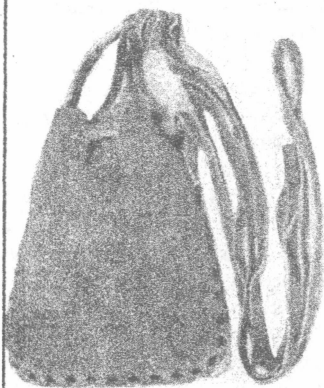
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ONE OF A SERIES ON POSSIBILITIES....WHAT WE CAN DO FOR OURSELVES ON NORFOLK

World research into the use of solar power is in its infancy, about the stage of the motorcar in 1910. Most of the problems are known, but there are a lot of bugs to be ironed out. A recently-marketed electric fence operating directly from solar power is a byproduct of American space technology using what I think are called photo-voltaic cells. I would be pleased if some reader would supply some informed comment on this system.

Ambient temperature research on solar hot water heaters also seems promising. Some patents are being issued on variations of this principle. Apart from the conventional forms of use - and even these are undergoing rapid development - it would perhaps be wise to wait a while until manufacturing and marketing catch up on research. The state of the art is very fluid.

Water power has limited application with our lack of fast-running streams, but Watermill Valley is a good demonstration of engineering overcoming natural disadvantages. It is also a good example of engineering based on slave labour.

It would be quite feasible to dam some of our high valleys for water wheel power. The Pelton wheel, both overshot and undershot, is being manufactured again for farm use in Hamilton, NZ, but is very expensive.

The hydraulic ram, for many years at Headstone, is an excellent example of good engineering design and energy use. The principle is said to have been devised by Da Vinci in one of his more idle moments.

Windmill electrolysis - a weak electric current passed through water to produce usable hydrogen - is also a practical probability in the near future. Hydrogen is a high-energy fuel that can be used conveniently in motor vehicles.

Food and Agriculture.

Food is the universal energy. In that sense we suffer minor energy crises every day, whenever we get hungry. Our body is a versatile system for solving this daily problem. It is designed to run with minimum maintenance for approximately seventy years and able to function on a wide range of fuels. From an energy/fuel conservation point of view, our body is an efficient machine, capable of responding to a

range of differing demands - once again illustrating nature's multi-functional design.

It bears re-iterating, this concept which is so routine in nature: multi-functional design. The range of food-stuffs that humans use as fuel covers virtually all animal or plant life. In short, what we can grow, we can use; and in Norfolk's benign climate we can grow most of our food needs, provided we simplify our demands. It is in food that we can become energy self-sufficient, with the minimum of inputs.

Food is the first external source of energy that we use. It is the one familiar to everyone on the planet, and historically it is the one that has caused the human race most of our problems. Even in percentage terms, there are more people hungry today in the world than at any other period of history. It is an energy crisis that has been with us since the dawn of the race.

Complete self-sufficiency, on a voluntary basis, is an unlikely concept. Our life styles and philosophies are too well meshed with consumer society to allow us to adapt readily. It would be largely impractical, anyway. The historic exchange of land for "a few tomahawks" well illustrates the sense of priorities of both parties to the exchange. The primitive clearly understood his own culture's inability to produce anything approximating a steel tomahawk; and since land, in his society, was communally owned, it is doubtful that he would understand land as a personal possession.

Only on an involuntary basis, where we are forced to subsist, do we become anything like self-sufficient. A more appropriate term is "self-supporting". That term has connotations of self-help and independence, without the unwitting intellectual arrogance of "self-sufficiency".

The tomahawk exchange also demonstrates the new settlers' need for land. "Land" is a magical word, seemingly poorly understood in urban societies. Australia is 88% urbanised (one of those statistics that underlines the divorce of people from their origins). The current "back-to-the-land" movement is really a search for origins. Intuitively, people recognise their ur-

banised alienation and strive to "go back". There would be few Norfolk Islanders who do not understand and sympathise with this wish.

The magical, almost mystical, regard for the land.

Land is the key to self-support, without land to call your own, the highly personalised motivation necessary for self-support is absent. In classic peasant tradition, land is never exchanged for money. It is not a commodity to be traded. It is the key to life itself.

This purist view is being gradually diluted as a changing world enforces changing circumstance. But on this Island, many cling to this belief as a stable reference point in their lives.

The back-to-the-land movement is even getting some official approval. Various governments around the world, faced with the apparently insurmountable problem of structural unemployment through technological change, are considering "resettlement" (an emotive word if ever there was one) on to subsistence-size plots of rural land, financed and guided by the state, to foster "viable alternative societies".

Having briefly visited a well-known commune in North NSW, I can only hope that this sort of scheme is not just misguided idealism.

Self-support is very very hard work, a life of endless chores. Idealism soon gives way to tiredness unless we recognise the limits of the ideal. A nuts-and-bolts approach of practical self help -- a modification of our life style, rather outright rejection is what we should foster on Norfolk. In this, our community is lucky, in the wide-ranging skills and backgrounds of our people.

The traditional Island foods, and the folklore associated with growing them, play an integral part in the life of the community. The rituals of Thanksgiving, Bounty Day, the A. and H. show each year, and the many other ceremonial occasions associated with the fruits of the earth are an ongoing, reinforcing community bond. Without them we would be diminished. Food folklore is usually correct, usually a fairly accurate summation of local knowledge. Sometimes it is perhaps a little astray in detail, but is largely

a reliable source of knowledge on an enormous range of subjects, and would be a fertile field of research for any student of Norfolk and its ways. Agricultural practices are pragmatic applications of the lore, with personal pride in one's produce being a necessary motivating drive.

The various techniques of planting the sweet potato - the planting timing, the types of vine used, the available varieties to suit different purposes, and so on - are all well based in scientific method. Survival subsistence economies require a generally high regard for efficient systems, tailor made for the job at hand, their very nature ensuring good planning and execution.

Folklore is significantly conservative in both senses of the word. To conserve is not to want when tomorrow comes. The current middle-class concern for conservation is no more than a mundane necessity for the subsistence-level peasant farmer with an age-old tradition of conservation. In an age without refrigeration it is a daily requirement to plan well for tomorrow. Refrigeration permits us to be feckless in our food use and thoughtless of our diet. Without it, we must eat most of our foods fresh. The chore of preserving food by pickling and drying and bottling is a chore, usually engaged in only when the alternative is no food tomorrow.

Before the advent of the chainsaw, the axe was the companion of the wood stove, a subject rich in local humour about how long is a piece of wood. Swinging an axe is work, and, human nature being human nature, a lot of food was eaten raw. High fibre diet was certainly the rage in times gone by as well.

In general the diet of the Islanders has in the past been well balanced. If it was a little monotonous at times, that was dependent on how much effort was expended. The staple foods of banana, corn, kumara, yam and taro suit the climate and grow well, with a minimum of labour and with a high carbohydrate food value. They are also excellent pig foods - and hens lay reasonably well on the normal household scraps. Once again, a simple, rational and efficient allocation of resources, pigs and hens being among the most efficient of protein producers in terms of food conversion.

Rock fishing also comes into this picture: low equipment inputs, generally good production and an excellent source of protein for man and his animals. Rock fishing is also a highly pleasant way to enjoy the day, pos-

sibly because of being between the land and the sea, on a boundary layer of experiences. These experiences keep man in touch with his surroundings, as a part of his environment, in a natural, relaxed way.

It would be very difficult for man to fish out his seas from the rocks off the coast. It seems that machines permit man to become exploitive. Without them he is powerless to inflict lasting harm on the environment.

But without machines, agriculture is very hard work. I treasure the days when I walked behind a horse scuffling potatoes, but I treasure my tractor more. This human contradiction gives intellectual arrogance to terms like self-sufficiency; I may espouse the aim, but I would rather have my tractor. And so it is for most of us. Self-help is a much more comfortable halfway house, and is certainly more practical, than attempting complete self-sufficiency.

Agriculture has been around for a long time. The convention is that it was the invention of woman, when some lazy (or more intelligent) lady companion of a busy hunter-and-gatherer began carting seeds from one nomadic site to another. How did she discover that for cassava to be made edible, a whole sequence of beating, washing, scrubbing and drying must take place to get rid of the prussic acid? Was she also the first technologist? It is an immense step from planting seed to food processing.

PLANT GROWTH is determined by a complex inter-relationship of several factors including water, temperature, sunlight, wind and site. The actual mechanism of the various factors is well enough understood, but the combined operation is not. The practical farmer, by shrewd observation and experience, is as at least as knowledgeable about his plot of land as the academic.

This is not to say that the professional agronomist is not of considerable value to the farmer. He is. But all wisdom does not reside in the universities. The farmer should be conscious of this and act according to what his own local knowledge suggests. To be fair to the professionals, they would be the first to acknowledge this.

Environmental inter-relationships seem to be particularly complicated on Norfolk. I suspect this has something to do with our size and shape, isolated in a very big ocean. There is a whole body of science about functions being ultimately determined by size and shape. Our broken plateau may be our environmental determinant.

Site, aspect and shelter all interact with temperature and moisture. It is difficult to isolate the controlling factor, if any, but it is probably shelter. Any housewife knows her chokos will just not thrive where there is wind though chokos may be an extreme example of wind susceptibility, they do exemplify what will or won't thrive on a particular site.

Next we come to moisture stress. For many summer months we are in what is called moisture deficit, not all that different to writing cheques when you are in overdraft; that is, more going out than coming in. During our extended dry periods a net loss from evapo/transpiration causes plant stress unless we have water reserves otherwise available to the plant. In these conditions sunlight and temperature determine the plant's survival.

Irrigation can be a fairly expensive way of solving this problem, particularly with today's fuel prices, unless you can use some cheaper power source such as windmills, rains or gravity. But as any compost gardener knows there are alternatives. Compost mulching of the earth's surface reduces plant stress by lowering the earth temperature and trapping the moisture. Black plastic is also useful for this purpose. After hearing an ABC Science programme over VL2NI, I have been experimenting with large boulders to do the same thing, and it seems to work.

Aspect influences earth temperatures markedly. Any reasonably sheltered Easterly-facing slope will be warmer for longer than slopes facing other directions, simply because it gets the sun first.

A lot of the plants we grow are of tropical origin, and require warm earth temperatures. As examples, both kumaras and bananas do best when the earth temperature is over 21 degrees during over half their life.

Fertilisers. Although Norfolk soils are generally fertile, they do respond to fertiliser - particularly nitrogen and phosphate. Whether it is economic to fertilise is a different question, the answer to which is sometimes yes and sometimes no. If you wish to go to the bother of collecting cow manure you can probably get excellent results in the home garden but it would be a bit of a chore over a five-acre paddock.



"The Norfolk Alternative" is written by Bruce Griffiths. He and The News welcome criticism, disagreement, comment or observations on the subjects covered.

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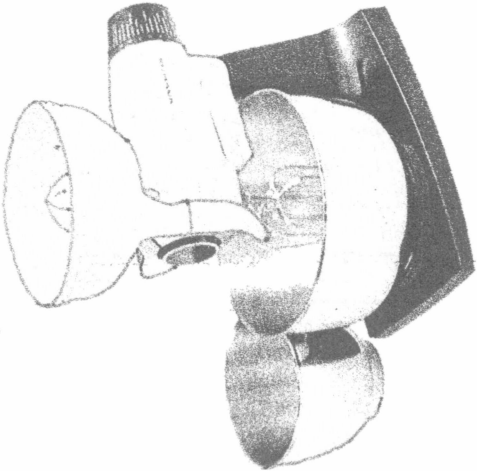
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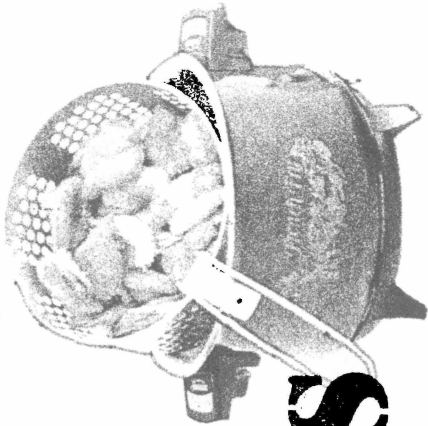


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